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# Handbook of American Prisons and Reformatories

## American Prisons and Reformatories

1929

1929-30 Publications of the Society

HANDBOOK OF AMERICAN PRISONS  
AND REFORMATORIES—1929

SURVEY OF HEALTH AND MEDICAL SERVICE IN  
AMERICAN PRISONS AND REFORMATORIES—  
1929  
Paul W. Garren

SURVEY OF EDUCATION IN AMERICAN  
PRISONS AND REFORMATORIES—1930  
Anna H. MacGregor

STUDY OF PRISON CAMPS OF THE SOUTH—1930

The publications listed above, while separate  
studies and each complete in itself, together give  
the results of a survey of American Prisons and  
Reformatories made by the National Society of  
Penal Information, Inc.

*Published by the*

National Society of Penal Information, Inc.

New York, N. Y.

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Paul W. Garrett  
Austin H. MacCormick

*Editors*

*Published by the*

National Society of Penal Information, Inc.

New York, N. Y.

1929-1  
10350 a.



# Handbook of American Prisons and Reformatories

1929

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Austin H. McCormick

NATIONAL SOCIETY OF PENAL INFORMATION, Inc.

Published by the  
National Society of Penal Information, Inc.

New York, N. Y.

Printed in the United States of America by  
J. J. LITTLE AND IVES COMPANY, NEW YORK



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DEDICATED  
TO THE HONOR, THE HUMANITY AND THE CHARITY  
OF  
THOMAS MOTT OSBORNE  
FROM WHOSE LOVE OF TRUTH AND JUSTICE  
SPRANG THE GERM OF THIS BOOK AND OF ITS PREDECESSORS





## PREFACE

In recent years interest in crime and its prevention has tended to take the place in the public mind formerly held by prisons and their administration. The work of the various crime commissions, and more especially their surveys of criminal justice in various cities and states, has done much to bring out the actual facts with respect to the prevalence of crime and the defects in our machinery for apprehending and trying the offender. These studies are developing a body of information which is sorely needed to establish a basis for determining what changes should be brought about in police administration, in the prosecutor's office, in the courts and in the law.

With all wise efforts to speed up and otherwise to improve the administration of criminal justice the National Society of Penal Information is in hearty accord. It believes, however, that its usefulness lies rather in concentration of effort on the problem of handling the offender after his conviction.

**Handbook of American Prisons**—This, the third issue of the Handbook of American Prisons, makes available for the first time information on the essential features of all the penal institutions of the federal government (civil, military and naval) and the prisons and adult reformatories of the 48 states. Its aim is not only to inform the citizens of each state about their own institutions, but also to furnish to state and federal officials a basis for comparison with other institutions.

In the Introduction may be found a general discussion of types of institutions and groups reported on for the first time and some important aspects of the prison situation common to many states, such as idleness, overcrowding, industries, etc.

**Method of Securing Data**—These reports are based not on questionnaire methods but on personal visits to the penal and correctional institutions of the country by representatives of the Society. Time was spent at each place sufficient to inspect the institution, gather the data and talk with officials. On this basis each report was drawn up and returned to the official of the institution for verifica-

tion or correction. The comment following each report was based on the inspection of the institution and a comparison of the various features of each with other institutions of the country.

In any case where an official desired to make a statement it has been printed with the Society's comment.

**Cooperation of Prison Officials**—The Society gratefully acknowledges the cooperation extended to its representatives by the officials of all of the federal institutions and of each of the 48 states. In previous surveys the Society's representatives were refused admission to a few institutions and needed information was not supplied in some others, but for this book without a single exception the Society's representatives were permitted to inspect the institutions and in all but a few cases all the desired data were furnished.

**Preparation of the Handbook**—The general data for this book were collected by Paul W. Garrett and Austin H. MacCormick. Mr. MacCormick paid primary attention to the educational program of each institution. Dr. Frank L. Rector prepared most of the material for the health sections. Reports on the prison camps of the South were prepared by William B. Cox.

The President of the Society, Honorable Charles D. Osborne, has reviewed the copy. Many of the reports and all of the comments were edited by Dr. George W. Kirchwey. Publication of the book has been authorized by the directors of the Society.

**Special Studies**—The three special studies listed below are by-products of the Handbook of American Prisons:

The Survey of Prison Education, both of the "school of letters" and of vocational training, was made by Austin M. MacCormick, with the cooperation of the American Association for Adult Education, under a grant from the Carnegie Corporation.

The Study of Prison Health and Medical Service was made for the Society by Dr. Frank L. Rector. This survey is indebted for financial support and assistance to the Laura Spelman Rockefeller Memorial and to the Bureau of Social Hygiene, Inc.

An intensive study of the Prison Camps of the South was undertaken by the Society's field secretary, William B. Cox.

The results of each of these studies will be published separately, though some findings of each are given in the Handbook reports.



# CONTENTS

## PREFACE

PAGE

Handbook of American Prisons . . . . .	ix
Method of Securing Data . . . . .	ix
Cooperation of Prison Officials . . . . .	x
Preparation of the Handbook . . . . .	x
Special Studies . . . . .	x

## INTRODUCTION

The Sentence and Parole . . . . .	xix
Prisons of the South . . . . .	xxii
Reformatories for Men . . . . .	xxviii
Institutions for Women Prisoners . . . . .	xxxii
Overcrowding . . . . .	xxxiv
Idleness and Industries . . . . .	xxxvi
Present Trends in Penal Institutions . . . . .	xxxviii
Inmate Community Organization . . . . .	xlili
The Prison of the Future . . . . .	xlvi

## FEDERAL INSTITUTIONS—*Civil*

General Statement . . . . .	3
Federal Industrial Institution for Women, Alderson, West Virginia . . . . .	8
U. S. Penitentiary, Atlanta, Georgia . . . . .	17
U. S. Industrial Reformatory, Chillicothe, Ohio . . . . .	27
U. S. Penitentiary, Leavenworth, Kansas . . . . .	30
U. S. Penitentiary, McNeil Island, Washington . . . . .	41

## FEDERAL INSTITUTIONS—*Army*

U. S. Military Prisons—General Statement . . . . .	51
Pacific Branch, U. S. Disciplinary Barracks, Alcatraz, California . . . . .	52
U. S. Disciplinary Barracks, Fort Leavenworth, Kansas . . . . .	61
Atlantic Branch, U. S. Disciplinary Barracks, Governor's Island, New York . . . . .	70

FEDERAL INSTITUTIONS—*Navy*

PAGE

U. S. Naval Prison, Mare Island, California . . . . .	80
U. S. Naval Prison, Parris Island, Port Royal, South Carolina . . . . .	88
U. S. Naval Prison, Portsmouth, New Hampshire . . . . .	95

## STATE INSTITUTIONS

## ALABAMA

Alabama Prison System, General Statement . . . . .	108
Kilby Prison, Montgomery . . . . .	111
State Prison, Speigner . . . . .	118
State Prison, Wetumpka . . . . .	120
Tuberculosis Hospital, Wetumpka . . . . .	123

## ARIZONA

Arizona State Prison, Florence . . . . .	129
--	-----

## ARKANSAS

Arkansas Prison System . . . . .	138
----------------------------------	-----

## CALIFORNIA

California State Prison, Folsom . . . . .	145
California State Prison, San Quentin . . . . .	155

## COLORADO

Colorado State Reformatory, Buena Vista . . . . .	171
Colorado State Penitentiary, Canon City . . . . .	179

## CONNECTICUT

Connecticut Reformatory, Cheshire . . . . .	188
Connecticut State Farm for Women, East Lyme . . . . .	198
Connecticut State Prison, Wethersfield . . . . .	205

## DELAWARE

New Castle County Workhouse, Wilmington . . . . .	215
---	-----

## FLORIDA

Florida State Farm, Raiford . . . . .	225
---------------------------------------	-----

## GEORGIA

State Prison System . . . . .	236
-------------------------------	-----



# CONTENTS

xiii

## IDAHO

Idaho State Penitentiary, Boise . . . . .	245
---	-----

## ILLINOIS

General Statement . . . . .	257
State Penitentiary, Joliet—Old Prison . . . . .	259
State Penitentiary, Joliet—New Prison . . . . .	268
Woman's Prison, Joliet . . . . .	276
Southern Illinois Penitentiary, Menard . . . . .	278
State Reformatory, Pontiac . . . . .	286

## INDIANA

Indiana Woman's Prison, Indianapolis . . . . .	295
Indiana State Prison, Michigan City . . . . .	299
Indiana Reformatory, Pendleton . . . . .	308

## IOWA

General Statement . . . . .	318
Men's Reformatory, Anamosa . . . . .	319
Iowa State Penitentiary, Fort Madison . . . . .	330
Women's Reformatory, Rockwell City . . . . .	339

## KANSAS

Kansas State Industrial Reformatory, Hutchinson . . . . .	346
Kansas State Penitentiary, Lansing . . . . .	355
State Industrial Farm for Women, Lansing . . . . .	365

## KENTUCKY

Kentucky State Penitentiary, Eddyville . . . . .	368
Kentucky State Reformatory, Frankfort . . . . .	378

## LOUISIANA

State Prison System . . . . .	388
-------------------------------	-----

## MAINE

Reformatory for Women, Skowhegan . . . . .	395
Reformatory for Men, South Windham . . . . .	398
State Prison, Thomaston . . . . .	402

## MARYLAND

Maryland Penitentiary, Baltimore . . . . .	412
Maryland House of Correction, Jessups . . . . .	422

## MASSACHUSETTS

PAGE

State Prison, Charlestown . . . . .	432
Reformatory for Women, Framingham . . . . .	442
Massachusetts Reformatory, West Concord . . . . .	449

## MICHIGAN

General Statement . . . . .	463
Michigan Reformatory, Ionia . . . . .	464
Michigan State Prison, Jackson . . . . .	473
State House of Correction and Branch Prison, Marquette . . . . .	484

## MINNESOTA

General Statement . . . . .	494
Minnesota State Reformatory, St. Cloud . . . . .	495
State Reformatory for Women, Shakopee . . . . .	505
Minnesota State Prison, Stillwater, . . . . .	512

## MISSISSIPPI

Mississippi Prison System . . . . .	523
-------------------------------------	-----

## MISSOURI

Missouri Penitentiary, Jefferson City . . . . .	530
---	-----

## MONTANA

Montana State Prison, Deer Lodge . . . . .	544
--	-----

## NEBRASKA

State Penitentiary, Lincoln . . . . .	553
State Reformatory for Men, Lincoln . . . . .	563
State Reformatory for Women, York . . . . .	571

## NEVADA

Nevada State Penitentiary, Carson City . . . . .	576
--	-----

## NEW HAMPSHIRE

New Hampshire State Prison, Concord . . . . .	584
---	-----

## NEW JERSEY

General Statement . . . . .	592
New Jersey State Reformatory for Women, Clinton . . . . .	593
New Jersey Reformatory, Rahway . . . . .	601
New Jersey State Prison, Trenton . . . . .	612



# CONTENTS

xv

<b>NEW MEXICO</b>	<b>PAGE</b>
New Mexico State Penitentiary, Santa Fe . . . . .	624
<b>NEW YORK</b>	
General Statement . . . . .	632
Auburn Prison, Auburn . . . . .	636
New York State Prison for Women, Auburn . . . . .	647
New York State Reformatory for Women, Bedford Hills . . . . .	654
Great Meadow Prison, Comstock . . . . .	664
Clinton Prison, Dannemora . . . . .	673
New York State Reformatory, Elmira . . . . .	683
Institution for Defective Delinquents, Napanoch . . . . .	695
Sing Sing Prison, Ossining . . . . .	704
<b>NORTH CAROLINA</b>	
North Carolina Prison System—General Statement . . . . .	716
Central Prison . . . . .	718
Farms . . . . .	722
<b>NORTH DAKOTA</b>	
North Dakota State Penitentiary, Bismarck . . . . .	728
<b>OHIO</b>	
General Statement . . . . .	737
Ohio Penitentiary, Columbus . . . . .	738
London Prison Farm, London . . . . .	751
Ohio State Reformatory, Mansfield . . . . .	758
Ohio Reformatory for Women, Marysville . . . . .	769
<b>OKLAHOMA</b>	
Oklahoma State Reformatory, Granite . . . . .	777
Oklahoma State Penitentiary, McAlester . . . . .	786
<b>OREGON</b>	
Oregon State Penitentiary, Salem . . . . .	797
<b>PENNSYLVANIA</b>	
General Statement . . . . .	807
Rockview Branch, Bellefonte . . . . .	809
Pennsylvania Industrial Reformatory, Huntingdon . . . . .	817
State Industrial Home for Women, Muncy . . . . .	828
Eastern State Penitentiary, Philadelphia . . . . .	836
Western State Penitentiary of Pennsylvania, Pittsburgh . . . . .	848

RHODE ISLAND	PAGE
Rhode Island State Prison and Providence County Jail, Howard	861
Reformatory for Women, Howard . . . . .	874
SOUTH CAROLINA	
South Carolina Penitentiary, Columbia . . . . .	877
SOUTH DAKOTA	
South Dakota Penitentiary, Sioux Falls . . . . .	887
TENNESSEE	
Tennessee State Penitentiary, Nashville . . . . .	895
Brushy Mountain Penitentiary, Petros . . . . .	902
TEXAS	
State Prison System—General Statement . . . . .	910
Texas State Penitentiary, Huntsville . . . . .	913
Farms . . . . .	919
UTAH	
Utah State Prison, Salt Lake City . . . . .	923
VERMONT	
State Prison and House of Correction for Men, Windsor . . . . .	931
VIRGINIA	
State Penitentiary, Richmond . . . . .	939
State Farm, State Farm . . . . .	950
WASHINGTON	
Washington State Reformatory, Monroe . . . . .	956
Washington State Penitentiary, Walla Walla . . . . .	969
WEST VIRGINIA	
West Virginia Penitentiary, Moundsville . . . . .	980
WISCONSIN	
Wisconsin State Reformatory, Green Bay . . . . .	989
Wisconsin State Prison, Waupun . . . . .	999
WYOMING	
Wyoming State Penitentiary, Rawlins . . . . .	1011



# CONTENTS

xvii

## APPENDICES

	PAGE
I PRISON DIRECTORY . . . . .	1019
II POPULATION OF PRISONS AND REFORMATORIES—1910 TO 1929	1025
III CAPITAL PUNISHMENT . . . . .	1028
IV READING LIST . . . . .	1033

CONTENTS

1. Introduction	1
2. The Nature of the Problem	2
3. The Scope of the Study	3
4. The Methodology	4
5. The Results	5
6. The Discussion	6
7. The Conclusion	7
8. The Acknowledgments	8
9. The References	9
10. The Appendix	10
11. The Glossary	11
12. The Index	12
13. The Bibliography	13
14. The List of Figures	14
15. The List of Tables	15
16. The List of Abbreviations	16
17. The List of Symbols	17
18. The List of Equations	18
19. The List of Formulas	19
20. The List of Diagrams	20
21. The List of Maps	21
22. The List of Photographs	22
23. The List of Illustrations	23
24. The List of Figures and Tables	24
25. The List of Abbreviations and Symbols	25
26. The List of Equations and Formulas	26
27. The List of Diagrams and Maps	27
28. The List of Photographs and Illustrations	28
29. The List of Figures and Tables	29
30. The List of Abbreviations and Symbols	30
31. The List of Equations and Formulas	31
32. The List of Diagrams and Maps	32
33. The List of Photographs and Illustrations	33
34. The List of Figures and Tables	34
35. The List of Abbreviations and Symbols	35
36. The List of Equations and Formulas	36
37. The List of Diagrams and Maps	37
38. The List of Photographs and Illustrations	38
39. The List of Figures and Tables	39
40. The List of Abbreviations and Symbols	40
41. The List of Equations and Formulas	41
42. The List of Diagrams and Maps	42
43. The List of Photographs and Illustrations	43
44. The List of Figures and Tables	44
45. The List of Abbreviations and Symbols	45
46. The List of Equations and Formulas	46
47. The List of Diagrams and Maps	47
48. The List of Photographs and Illustrations	48
49. The List of Figures and Tables	49
50. The List of Abbreviations and Symbols	50
51. The List of Equations and Formulas	51
52. The List of Diagrams and Maps	52
53. The List of Photographs and Illustrations	53
54. The List of Figures and Tables	54
55. The List of Abbreviations and Symbols	55
56. The List of Equations and Formulas	56
57. The List of Diagrams and Maps	57
58. The List of Photographs and Illustrations	58
59. The List of Figures and Tables	59
60. The List of Abbreviations and Symbols	60
61. The List of Equations and Formulas	61
62. The List of Diagrams and Maps	62
63. The List of Photographs and Illustrations	63
64. The List of Figures and Tables	64
65. The List of Abbreviations and Symbols	65
66. The List of Equations and Formulas	66
67. The List of Diagrams and Maps	67
68. The List of Photographs and Illustrations	68
69. The List of Figures and Tables	69
70. The List of Abbreviations and Symbols	70
71. The List of Equations and Formulas	71
72. The List of Diagrams and Maps	72
73. The List of Photographs and Illustrations	73
74. The List of Figures and Tables	74
75. The List of Abbreviations and Symbols	75
76. The List of Equations and Formulas	76
77. The List of Diagrams and Maps	77
78. The List of Photographs and Illustrations	78
79. The List of Figures and Tables	79
80. The List of Abbreviations and Symbols	80
81. The List of Equations and Formulas	81
82. The List of Diagrams and Maps	82
83. The List of Photographs and Illustrations	83
84. The List of Figures and Tables	84
85. The List of Abbreviations and Symbols	85
86. The List of Equations and Formulas	86
87. The List of Diagrams and Maps	87
88. The List of Photographs and Illustrations	88
89. The List of Figures and Tables	89
90. The List of Abbreviations and Symbols	90
91. The List of Equations and Formulas	91
92. The List of Diagrams and Maps	92
93. The List of Photographs and Illustrations	93
94. The List of Figures and Tables	94
95. The List of Abbreviations and Symbols	95
96. The List of Equations and Formulas	96
97. The List of Diagrams and Maps	97
98. The List of Photographs and Illustrations	98
99. The List of Figures and Tables	99
100. The List of Abbreviations and Symbols	100



## INTRODUCTION

**The Sentence and Parole**—In the centering of interest on the apprehension and conviction of the offender the important place of penal institutions in crime prevention has often been overlooked. The recent tendency in the United States to depend primarily on more stringent sentences, with an all but exclusive reliance on the old, outworn theory of repression, has tended to obscure this function of the prison.

In place of arbitrarily determining the length of the sentence which an offender must serve on the basis of the particular crime committed or of the number of convictions he has had, the matter of discharge must eventually be worked out on the basis of the personality involved, as determined by scientific methods, and of social case study. While it is undoubtedly true that some offenders, for the sake of the public welfare, should be kept permanently in confinement, just which men it is wise to keep and which it is wise to discharge can hardly be determined by the simple method of counting the number of offenses for which the offender has been previously sentenced. Instead of determining arbitrarily and in advance the date of discharge, the welfare of society can be much better served by a case study of each individual to bring out the essential facts of his social history, and by the use of psychological and psychiatric methods to determine the essential characteristics of the personality involved. It is quite possible that on this basis more men would be held permanently than have been sentenced to life imprisonment under methods now in use. It would, however, establish a far more trustworthy basis for the discharge of offenders resting on a scientific estimate of the personality involved rather than on the particular crime or crimes for which the offender may have been sentenced to prison, which in many cases may be quite an inaccurate indication of his real danger to the public welfare.

This has not only been the increasingly accepted view of practically all modern penologists, but former Governor Alfred E. Smith

of New York urged the establishment of such a procedure shortly before the expiration of his last term of office.

It is generally recognized that our penal institutions are only partially succeeding in their important function of dealing constructively with the offender. The reports which make up the bulk of this book will indicate ways in which the various institutions are succeeding and those in which they are failing. Many of the failures commonly charged to the administration of our prisons are doubtless much more properly chargeable to other parts of our social machinery dealing with crime and the offender. The inadequate facilities for housing and employing prisoners, and the lack of social wisdom in determining the discharge of prisoners, are putting an intolerable burden on many prisons. If our penal institutions are to serve society effectively they must have an adequate and trained personnel, a plant which provides decent living conditions for inmates committed to their custody, sufficient work to occupy the time of all inmates and a system of sentencing and of paroling prisoners, which, as is the case in Great Britain and other advanced countries, will operate progressively to reduce rather than to increase the prison population. It is hoped that these ends will be promoted by the comparative study of penal and correctional institutions contained in this book.

The parole situation in a majority of the states, so far as program and policy are concerned, is an extremely disquieting one. The misconception of parole as a diminution of punishment still persists in many quarters. This misconception is noted in editorial comments, in news stories and in the attitude of people generally toward parole. There is little recognition that parole was adopted because of its possible social utility and not because of any sentimental regard for the offender.

A most interesting study of the Parole and Indeterminate Sentence Law in Illinois was made by a committee of which Judge Andrew A. Bruce was chairman. The parole reports of Michigan, Minnesota and Ohio contain matter of general interest. A similar analysis is needed in many states and the findings of the various studies should be brought to a sharp focus in one synthesis which would make available to each state the experience of others.



In general, parole work is hampered in many states by the type of sentence used in commitment. In a majority of states the personnel of the parole staff in numbers and in qualification is below what is obviously needed. The parole program needs to be greatly enlarged and the actual number of contacts with individual parolees increased, to give closer supervision and, what is of equal importance, to give increased cooperation to those on parole. Both personnel and program are dependent on an appropriation for parole work, which in most cases is utterly inadequate. It is interesting to note that many states will make very large appropriations for institutional plants but are loath to make any appropriation for parole work that is comparable to the need, although a generally effective parole program would cost very much less than institutional care.

In recent years a great deal of attention has wisely been given to developing a uniform system for keeping criminal statistics in various states. It is equally obvious that a uniform system for keeping parole records is needed, for at present the statistics are based on such different types of records and such different forms that no basis of comparison is afforded, and in many states the records of success in parole work are worth but little.

The assumption has sometimes been made, though it is by no means warranted in fact, that parole failure is an accurate estimate of the effectiveness of a correctional or penal institution. Only a few states, however, among them Minnesota and North Dakota, make sure that men discharged from state institutions have an adequate sum of money to tide them over until they can reestablish themselves in civilian life. The other extreme of this may be found in Georgia, where men are turned loose without any cash and given a railroad ticket to the point from which they were sentenced. On arrival there without a job and without money they are subject to rearrest as vagrants by the police force and to trial by court officers who are paid on a fee basis. Between a system as essentially vicious as this and that of Minnesota and North Dakota are a majority of the states which make some, though usually quite inadequate, provision for discharged men.

The experience in parole of the Institution for Defective Delinquents at Napanoch, New York, appears to be susceptible of more

general application than is generally realized. The policy of gradual release from that institution by working outside of the institution during the day at first and finally progressing to working and living on the farms has been found to reduce materially the emotional reaction necessarily incident to discharge from institutional custody. A careful estimation of each individual and the type of environment to which he is adapted and in which he is most likely to succeed is also quite applicable to the general population of our penal institutions. In many cases the failure of individuals on parole does not mean that the institution has failed or that the individual is necessarily anti-social, but rather that an individual with very pronounced mental and sometimes personality limitations is turned loose in a highly complex society in which there is little reason to hope he can successfully adjust himself.

The parole authorities seem to be more sensitive to fluctuations in public opinion than any other part of our penal or correctional system. In not a single state of the forty-eight, or in any of the federal prisons, have parole authorities taken the stand that until facilities are provided for decently housing the population they would use, in a liberal but wise manner, the full authority granted them under law. When institutions are one hundred per cent overcrowded, as many in the country are today, when idleness is as serious as overcrowding, and when large numbers of the prison population are first offenders sentenced for only short terms, such a parole policy would not only be entirely justifiable, but would probably do more than any one thing to bring the citizens of the state to realize the grave conditions existing in their penal institutions. Despite attacks on the parole system in many states during the past few years, many of which appear to have been sound and many of which have been wide the mark, it seems certain that most states in the future will make a larger use of the parole system rather than less, that appropriations will be made available to provide a program, personnel, organization and a system of records which are adequate to a task of such importance.

**Prisons of the South**—The prisons of the thirteen states of the South, included for the first time, may be divided into general groups:



In the first are the institutions of Virginia, Kentucky, Tennessee, Oklahoma and Alabama, which are in general comparable to the penal institutions of the rest of the country.

In the second group are the great farm prisons of which Texas, Louisiana, Mississippi and Arkansas are the outstanding examples. Florida and North Carolina also have large farms as well as a central prison and road camps.

In the third group, in which the majority of prisoners are in the custody of the various counties of the state, are Georgia and South Carolina.

The institutions in the first group are fairly comparable to other state prisons and do not call for an extended discussion. Of these the best prison plant is unquestionably at Kilby Prison, Alabama. While this is the central prison of the state there are also branch prisons, and large farms are being developed since the men were taken out of the mines in the summer of 1928. The plant at Richmond, Va., has been modernized to a large extent. Sections of the prison plant at Frankfort, Ky., appear to be older than any other penal buildings now in use in the United States; other sections of this plant, with the exception of some of the new industrial buildings, are old and in general difficult to keep up to modern institutional standards. The same is true of the prison at Eddyville, Ky. The Tennessee prison at Nashville appears to have suffered from years of neglect which the present administration has only in part been able to overcome. The Oklahoma prison has a comparatively modern prison plant and, as a whole, is well cared for though at the time the institution was visited it was very seriously overcrowded. The completion of cell houses then under construction have to a considerable extent remedied this condition.

Contract labor is used to a large extent in these prisons, the shops and working conditions varying from those shops of modern type at Kilby to those at Nashville, some of which provide unsatisfactory working conditions accompanied by a grave fire hazard. In these states the central prison is the dominating factor, but in some states as in Virginia and Alabama a considerable part of the population is distributed throughout various units. However, taken

as a whole, the systems are fairly typical of the penal institutions of the rest of the country.

The farm prisons in Texas, Louisiana, Mississippi and Arkansas are quite natural developments, for there is comparatively little manufacturing in the states. Large tracts of land are available for farm purposes and the climate is such that men can be employed practically throughout the year. Most of the early buildings for housing prisoners on these farms were of crude construction and were difficult to maintain at a proper sanitary standard. The units erected in recent years give evidence of more careful planning. The sanitary standards have been raised and the fire hazard reduced. The dangers of locking prisoners in structures which are not fire-proof have been shown with tragic clearness in Texas, and also in Ohio, during the past year. The old institutional units should be replaced as rapidly as possible with fire-proof buildings of satisfactory type.

While the farm prisons do not present the usual industrial problems, they do create an unusual one of guarding. In Mississippi, Arkansas and Louisiana, and to a considerable extent on the farm of the Florida prison, prisoners selected by the authorities fulfill the usual functions of civilian guards. In field work they are usually mounted and armed. That such a system is susceptible to grave abuses is readily admitted by authorities in several of the states, though they maintain that the system is working better under carefully selected prison guards than with the poorly paid inefficient civilian guards which some of them formerly had. Some of the abuses of this system which formerly obtained have been lessened or largely eliminated. The system, however, has inherent dangers even when worked under the most careful restrictions and supervision. It should be remembered that any system of guarding would be severely taxed under the conditions provided by farm prisons for the entire prison population of a state.

A central hospital is provided in most states having farm prisons to take care of serious cases and only minor injuries are cared for on the farms.

The hours of work on these prison farms are long, but they are the same as for free labor on the outside. The long hours of work



reduce the time for recreation and educational activities which should have an important place in the life of every institution.

While the evils of idleness are avoided, as yet no careful thought has been given in any of these states to a broad, constructive program for the prison system.

In Georgia the custody of all but a few of the convicts is turned over to the counties and in South Carolina the counties keep in their custody most able-bodied men sentenced to state prison. In Georgia the heads of the county units, in which all but a handful of the prisoners are assigned, are appointed wardens by the state. They are paid by the county and they undoubtedly feel their responsibility to the county much more than to the state. Some of the counties provide fairly satisfactory living conditions; in others they are depressingly crude. The living conditions, working conditions, administering of the disciplinary system and in fact the entire custody is in the hands of the county authorities. Legal provision, which was intended to provide full inspection authority of the county units by the state authorities, has been rendered useless by a decision of the Attorney General, but the staff of the state authorities is utterly inadequate to make any such inspection possible. It seems perfectly clear that Georgia must develop a prison system on a state basis and take the responsibility for the custody and employment of its prisoners. There is no state in the Union in which the prison system has so few points of excellence and so many grave defects as in Georgia. The hope for the situation lies in the increasing recognition of this fact by many citizens of the state. The progress that has been made by Alabama in recent years should stimulate the development in Georgia of a carefully planned and wisely directed penal system. This unfortunately can hardly be done until there is a reorganization of the state government and a revision of the tax system.

In South Carolina the situation is perhaps not as serious as in Georgia, but it has many points in common with it. After a man is tried and found guilty he may be sentenced by the judge to serve his time either at the state prison at Columbia or in one of the county camps. If in the latter he is under the sole custody of the county though sentenced by the state. The result is that the central prison

receives for the most part only those who because of age and physical disability are not adapted to the county road work.

In both Georgia and South Carolina it is obvious that the penal system is involved in the larger question of the place of the counties in the political structure of the state. So long as the counties rather than the state are the decisive factors in the penal system there is little likelihood of a satisfactory administration of penal affairs.

In contrast to the situation in Georgia and South Carolina is that in Virginia where the state takes the custody of the men from the time of the trial until the sentence is served. It is not impossible that in this respect Virginia has pioneered the movement which may suggest to other states a way of wiping out county jails as places of serving sentences.

So far as disciplinary methods in all of the thirteen states are concerned the situation appears to be full of contradictions. In many respects the rules and restrictions are fewer and the privileges greater than in other parts of the country. In several of the institutions men are permitted to have small sums of money and are permitted to make purchases within limits at the prison commissary. Mail and visiting privileges are liberal. So long as the prisoners comply with the apparently easy-going rules prison life may run smoothly, but when prison rules are broken the punishment is correspondingly severe.

The use of the strap in several of the states still obtains. North Carolina by an order of the Governor has discontinued its use. While at first the prison officials felt that it was a mistake they now seem to be practically unanimous in believing it has raised the morale and made their problem easier. The fact that several states have found it necessary to establish safeguards against the abuse of the strap indicates that it has been abused and also that there is an increasing public opinion in those states against the use of this form of punishment. Governors of other states might well follow the example of the Governor of North Carolina and stop the use of the strap by executive order until legislation can be secured which will abolish it and provide for other forms of punishment. In one or two of the states the use of the strap has been abolished by law and other punishments substituted. In Georgia the use of the stocks



and sweat box has replaced the strap but the objections to these are as grave as to the use of the strap. In Florida punishment cells are used but the unwise rule, that before an inmate is put to work he must be given half as much time after his release from the cell as he spent in the cell, makes them almost useless.

The objection in most of these states to the use of punishment cells appears to be based on the fact that time is lost from work and the fear that especially on the farms when work is heaviest, there would be a tendency on the part of men to consider work more of a punishment than confinement in the punishment cells, even on a restricted diet. This has not proved to be the case in states where the strap has been abolished, and the burden of proof seems to be on those continuing its use. There is evidence of a rising tide of opinion in some of the states against the use of the strap form of punishment. The problem of discipline is always a difficult one, and while it is not completely solved in North Carolina, the experience of this state in the past few years should be of significance to the other states under discussion.

Attention was called in many of these states to the change in proportion of the white and negro population. Only a few years ago the population in most of them was predominately negro, but this is no longer true and if the tendency continues authorities in several states point out that the white population in prison will soon exceed the negro. The reasons for this have not apparently been studied to determine the cause of such a shift but it is a significant change.

Among many of the officials of these southern states there is a notable lack of a standardization of ideas and of institutionalized minds and a willingness to consider the possibility of developments along many lines. This characteristic noted in many of these states may well prove to be one of the most important factors in the development of progressive and effective penal systems. Several of these states have made substantial progress in recent years and there appears to be considerable likelihood that the South in general will move rapidly in the improvement of its penal affairs in the next few years.

The road camps in several of these states contain the larger part



of the prison population. In order to present a fair and accurate picture of actual conditions in these camps a representative of the Society spent approximately eight months studying them. A brief summary of the reports on these camps is given in this book. The Society is publishing in separate form the full report. This report will show that in Virginia the camps are completely controlled by the state and that they are thoroughly standardized. This is also the aim in Alabama where all camps, except those in the five larger counties, are state-controlled and standardized and are the best of any reported on, though Virginia is a close second. In North Carolina the camps, while under the control of the state, are operated by contractors and are not standardized nor are conditions as a whole as satisfactory as in Alabama and Virginia. In the other states, Georgia and South Carolina, there is no effective general control and even minimum standards of sanitation and living conditions are in a number of instances not provided.

In Florida the state camps are thoroughly standardized and the county camps come under state control. The camps of this state, however, are far below those of Alabama and Virginia in methods of housing and sanitation.

**Reformatories for Men**—When reformatories, designed for the younger and less hardened offenders, were introduced in the American penal system high hopes were held for their effectiveness. Education was to be one of their chief agencies, and discipline was to be less rigorous and more constructive than that of the prisons. Delinquents between the ages of 16 and 25 or 30 were to be turned from crime by short sentences in these institutions. Extravagant claims of success were often made, and it was only when large numbers of the graduates of the reformatories appeared in the prisons that the penal world began to bring its hopes nearer to reality. It was found that many of the reformatories had come to be little more than junior prisons, that education was stereotyped, and that much of their program had degenerated into monotonous routine that differed from that of the prisons in degree but not in kind.

Today in a few of the states there is a frank acceptance of the weakness of the old programs. An attempt is being made to vitalize educational work by correlating it with the real interests of the

prisoner and adjusting it especially to his vocational needs. Maintenance details and productive industries are being used to supplement the trade schools. To the latter, in which the inmates went apathetically through a series of exercises which more often than not killed their interest in trades, more carefully selected and limited groups are assigned. It is recognized that large numbers cannot profit by instruction in the skilled trades and that mass instruction of any sort tends to become sterile and futile. Military drill was from the first disliked by the inmates. Its value from the standpoint of character formation was questioned by many at the outset. It is gradually passing and with it military discipline, which was never suited to young prisoners, if to those of any age. Individual analysis and treatment, by a highly trained personnel, and a liberal use of psychology and psychiatry, are slowly finding their proper place. There is ground for hope that in modern social science, rather than in ancient penal method, the way may be found to bring the reformatories to the state of social usefulness which they can, but as a whole have not yet, achieved.

Certain inherent difficulties of the problem must be recognized. Youth alone gives no assurance that the offender is not hardened or that he is more responsive to good influences than bad. His very youth often causes him to be indifferent to benefits which an older man has experience enough to appreciate. He is often hardened in every sense of the word, and bravado unites with immaturity to cause him to repel attempts to help him. Young prisoners in institutions commit trivial offenses which older men do not think of committing; as discipline grows progressively more rigid to combat these offenses the reformatory inmate steels himself against it and resorts to trickery and insincerity rather than to open and violent resistance. Many reformatories appear to be even more prolific of deceit and chicanery than the prisons. A man may learn to be a thoroughgoing criminal in prison; in some reformatories he seems more likely to become a thoroughgoing sneak.

The real solution of the reformatory problem lies in personnel first, and afterwards in program. In these institutions there is need not only of high-minded and especially trained superintendents, but also of staffs that are composed of intelligent, trained men who are



capable of exerting a stimulating and beneficial influence whenever they come in contact with the individual inmate. Experts are needed for the technical problems. The institutions, moreover, have grown to such size that they defeat their own ends; they should be reduced in size or divided into small semi-independent units, each adequately staffed. There is no place in the reformatory for either the traditional prison guard or the traditional mass treatment of the prison. Yet both are found in many reformatories for men in the country. Part of the strength of the reformatory for women lies in the fact that they have suffered less from these two evils.

Education in the broadest sense should be made the aim of the reformatories. Their inmates are as a group undereducated so far as formal schooling goes and inadequately trained in vocations. They should first of all be given an expert individual analysis from the standpoint of both academic and vocational education. It is not enough that they be required to go en masse through the motions of getting a grade school education, often under incompetent and uninspiring teachers. It is probably wasteful of time to try to fill in all the gaps in their formal schooling. A few fundamental subjects should be taught and the methods should be those of adult education. Reformatory inmates are properly scornful of "kid" subjects taught from texts designed for children. Even the ordinary grade subjects, however, can be related to the real interests of prisoners between the ages of 16 and 30. Intelligent use of a good library can also do much to counteract the tiresome formality of studying subjects that one should have covered years before and to supplement the advanced instruction that some prisoners desire.

For those who can with profit be instructed in skilled trades there is an opportunity to coordinate the practical and the theoretical directly. The experience of continuation schools, apprentice schools and other agencies now operating in the field of education for young adults can be utilized advantageously. Whenever trade schools are established they should follow the practice of the excellent trade schools to be found in many of our cities. An absolute essential is the type of equipment and the type of instructor that these schools have. Full use should be made of the opportunities for practical experience afforded by the industries and maintenance details and they



should be closely correlated with theoretical trade instruction. The industries should be selected with a view to affording the widest range possible of skilled, semi-skilled and unskilled processes. The manufacture of a shoddy product or the use of poor machinery and other mechanical equipment is fatal to any system of training.

Several reformatories afford instances of successful educational practice, although there is not a single instance of a complete and well-rounded educational program in the country. The New Jersey Reformatory at Rahway has a very good grade school and makes intelligent use of skilled psychological analysis of the educational needs of the inmates, but its effectiveness is hampered seriously by the industrial situation. Much of the vocational instruction at Elmira, the New York Reformatory, is excellent, although the program as a whole is handicapped by the attempt to teach large numbers and by insufficient correlation of working and instruction details. The Pennsylvania Reformatory at Huntingdon correlates academic and vocational instruction more successfully than most other reformatories and wisely takes the vocational interest of the individual inmate into consideration in assigning him. The Massachusetts Reformatory at Concord has vitalized its vocational instruction by basing it on the production of salable articles and using the project method. In Kansas there is an ingenious development of productive work for instruction. In Connecticut the inmates work in the shops which are run as industries, without a guard but under a foreman, duplicating as far as possible conditions in outside shops. In Iowa several of the shops have machinery worthy of any outside industry, and inmates assigned to them are taught under conditions of production.

The problem of setting up an effective program of what is called social education is a more difficult one. Training for the duties and responsibilities of law-abiding citizenship must be given through every phase of the inmate's life. Much of it can be given indirectly by contact with the proper type of official. Such training should be recognized more clearly as the function of discipline than at present. At Elmira and Rahway discipline is in charge of a disciplinary officer. The work of such an officer would prove more effective if he were called the morale officer and were given charge of all activi-

ties that tend to raise the morale of the inmates and the officers. A special type of man is obviously needed for such work, but such men can be found if their pay is sufficient and their work is given the proper stamp of importance. Discipline and all other activities which have character formation as their proper aim, would be promoted by the establishment of inmate community organizations, as is commonly found in the women's reformatories, but adapted to the needs of men's institutions. Such organizations can be made particularly effective in developing self-reliance and self-control, together with an acceptance of one's relation to his fellows and to society. They are particularly well adapted to the reformatory group.

In conclusion, the realization of the hopes which the reformatory idea justifies lies in the appointment of trained heads and staff members, the granting of adequate appropriations, the application of modern educational ideas, recognition of the necessity for character-forming training and of the methods by which it can be given, and acceptance of the individual rather than the mass as the unit of attention. Buildings less prison-like, a more varied program, and more complete and suitable mechanical equipment are only the tools, necessary as they are, of the reformatory process. The future of the reformatory lies not in mechanical things, not in paper programs, but more than anything else in personnel and in the spirit with which the personnel can be imbued.

**Institutions for Women Prisoners**—In over half the states women prisoners are still confined in sections of the state prisons for men. Their number is small in comparison with the male prisoners and they are generally provided for inadequately. Matrons are usually poorly paid, few in number and without special training. In several states there is no matron other than the warden's wife; in a few, prisoners are designated as matrons. The quarters of women prisoners are usually restricted, in some cases consisting only of an upper floor of the warden's house, and their opportunities for exercise or work outdoors are more limited than those of the men. There is seldom adequate provision for employment, recreation, education, medical service or for the specialized and individual treatment which their problems demand and their small numbers make possible. The effect of imprisonment, consisting as it does of



months and years of comparative idleness in restricted quarters, is stamped on women prisoners of many states even more clearly than on men.

It is generally recognized that women have no place in prisons designed and operated primarily for men, where they are under the ultimate authority of male officials, who have little aptitude or training for their care and who frankly consider them a nuisance and a constant source of danger. In states where their number is so small that a separate institution is not practicable, proper provision for them presents a difficult problem. Granting the arguments against such an arrangement, they could better be given a separate section in a girls' reformatory than in a men's prison. It has been suggested that they be attached to state hospitals and employed in the domestic work of such institutions. It is certain, at least, that the present situation should not be tolerated, and that in all states they should be given adequate quarters, supervision, and treatment.

In California, Georgia, Illinois, Missouri and Oklahoma the prisons for women are semi-independent, although they are still a part of the prisons for men. In these states the women's prisons are separated physically but not administratively from the men's prisons. None of the sections for women in this group reaches the standard set by the better women's reformatories. They should be made completely independent of the men's prisons and should be conducted on reformatory rather than prison lines.

In the following twelve states reformatories for women have been established: Connecticut, Indiana, Iowa, Kansas, Maine, Massachusetts, Minnesota, Nebraska, New Jersey, New York, Ohio and Pennsylvania. The federal reformatory for women at Alderson, West Virginia, was opened in 1928. These reformatories represent a marked advance in methods of caring for women prisoners. From many of them, particularly those of Massachusetts, New York, New Jersey, Pennsylvania, Connecticut and the Federal Reformatory, the institutions for men can learn valuable lessons. The reformatories in general are characterized by a forward-looking attitude and a proper recognition of their function as that of rehabilitation. Most of them make their aim education in its broadest sense. An effort is made in the work of the institution to give vocational training,



especially in domestic occupations, and to select industries which have training value. Academic education, while usually limited in scope, is more often correlated with practical activity than in men's institutions. Music, dramatics, pageants, physical education, directed recreation and other broadly educational activities are promoted. Some form of inmate community organization is in existence in all the more progressive reformatories and is considered an essential aid in the development of a sense of responsibility to the social group.

The reformatories for women usually have good buildings, with attractively furnished living rooms and dining rooms, and individual bedrooms instead of cells. The grounds and buildings of the federal reformatory, for example, would be a credit to a fine school or college.

Individual analysis and direction is customary and a number of competent psychologists and trained social workers are to be found in these institutions. Their parolees receive more careful supervision than those of men's institutions, in spite of the fact that the parole work is usually understaffed.

The defects of the women's reformatories are not defects of spirit and purpose. They often have too small staffs and too many underpaid and poorly trained minor officials. They often have insufficient appropriations and their interests are subordinated by legislators to those of the state prisons. They deal with a type of offender difficult to reclaim. It is a reflection on society that their parolees have a harder fight to make good than men. In the main, however, they are at present the most hopeful of our penal institutions. Effective assistance could be rendered the reformatories and their charges by sustained and intelligent support from the organized women's clubs of the various states. This support is fully justified by the work which they have done in spite of the difficulty of their problem and the handicaps which they have to overcome.

**Overcrowding**—Overcrowding is not a new thing in American prisons, but apparently at no time in the history of the country has it been so serious as at present. In a few states, it is true, the population has shown little or no increase since 1910 (see chart on Population in the Appendix), but in most of the states there has been a marked increase in prison population.

Overcrowding in the federal prisons at Atlanta and Leavenworth is now over 100 per cent of the capacity of the institutions; Jefferson City, Mo., Columbus, Ohio, Jackson, Mich., and San Quentin, Cal., are all seriously overcrowded and the same condition may be found to a greater or lesser degree in the institutions of a majority of the more populous states. This over-population is met in various ways: in many cases it means putting two men in cells too small and inadequately ventilated for one; in a few institutions, in addition to double-deck bunks in cells originally intended for one man, a mattress is placed on the floor of the cell for a third inmate. In Walla Walla, Wash., in addition to doubling-up in the cells, many of the men are locked in for over twenty hours a day as there is no work for them to do. Such a state of affairs aggravates every problem of sanitation and puts an intolerable strain on the physical and mental health of every man so confined. In many of the states temporary dormitories have been developed, some of which are fairly satisfactory as temporary expedients. In Michigan City, Ind., there are one or two of this type, but in the warden's report the attention of state officials is called to the need for permanent housing facilities. In Jefferson City, Mo., some of the dormitories are fearfully overcrowded, and the ventilation is so defective that they are malodorous even when the men have been out of them for several hours.

In connection with overcrowding two points should be emphasized. The federal government and many of the states have passed new laws which have inevitably increased prison population, but no accompanying legislation has been enacted to provide additional housing facilities. With the increase of population in so many states a corresponding increase in prison population might have been expected and provision made for it; failure to do this, as well as to provide for the increase in population due to new legislation, has created the unparalleled condition of overcrowding to be found in the prisons of many states and the federal government. Of the 8227 prisoners confined in three Federal civil prisons and men's reformatory at the end of the fiscal year 1928, 4696 were sentenced under legislation of recent years: under the Drug Act, 2410; the Motor Vehicle Act, 1145; and the Prohibition Law, 1141.



It is interesting to note that in many states the overcrowding has been aggravated by a very conservative parole policy. For instance, the 1925-26 published report of Jefferson City, Mo., indicates that approximately 50 per cent of the men committed during the past year had never had previous sentences of any kind, and about 50 per cent were serving sentences of two years or less. This suggests the possible use of parole power to reduce the grave overcrowding, but in place of a liberal use of parole power in Missouri, and in every other state where overcrowding has been so serious, the parole authorities have made the situation more serious by a very conservative policy. In not a single state have the parole authorities had the courage to advise the people of the state that until proper housing facilities were provided for the inmates of penal institutions a careful but liberal use of their authority would be exercised in order to relieve conditions of overcrowding in part at least.

Overcrowding has created a problem not only of providing proper housing facilities but for the commissary department and practically every other department of the institutions. In many prisons two, and sometimes three, sittings have to be provided for at every meal. It is surprising that under such conditions the commissary departments have been maintained in as good a sanitary condition as they are generally found to be. The medical departments face a similar problem for in most institutions the medical staff and hospital capacity were inadequate even for the smaller population of previous years. Overcrowding not only puts a strain on every department of a prison but inevitably increases the restrictions and tension of prison life for practically every inmate. When overcrowding reaches one hundred per cent or more, especially when accompanied by long sentences, stopping the earning of "good time," and an ultraconservative parole policy, outbreaks are almost inevitable. Perhaps the marvel is that more of them have not occurred.

**Idleness and Industries**—The effects of overcrowding are noticeable in every department but probably in no other is the effect more serious than in industries. In many institutions the industries were entirely inadequate for even the smaller population and the increase of recent years has meant a corresponding increase in idleness. Many institutions try to distribute the work as far as possible by as-



signing to every detail a large number of men in excess of the particular need. This of course does not increase the efficiency of work done but does cut down the number of men who are completely idle.

In the prisons of many states, however, there is a considerable number of men to whom it is not possible to give any work. This number varies from a few hundred to a thousand or more and in Columbus, Ohio, it is sometimes approximately 2000. The tendency in former years on the part of officials to cover their problem of idleness has largely disappeared and by every possible means they are now calling it to the attention of people in their state. In Jackson, Mich., for instance, the number of idle men is posted on the bulletin board where it may be seen by everyone visiting the institutions; it is also given to the press of the state and printed in the prison publications.

Officials realize probably better than anyone else can the demoralizing effects of idleness on the inmates not only during their term of imprisonment, but after their release. There is certainly no more pressing a problem involved in the penal system of the various states than the working out of a satisfactory system of industries.

If there is any one thing on which there is general agreement today in regard to prisons it is that prisoners should work and that their work should be so organized and directed as to pay for their maintenance, develop habits of industry and give some training for earning an honest living after release from prison. There has been an increasing recognition in recent years that as a means to these ends a wage system should be developed to help care for any dependents and to provide adequate funds for prisoners on discharge.

Prison labor was originally imposed as an aggravation of the punishment involved in imprisonment. But the economic motive of reducing or covering the cost of prison maintenance, and the social aim of industrial training, have been in the ascendant for many years, resulting in the general acceptance at present of both the economic and social purpose of prison labor. This general acceptance of the purposes has not carried with it any agreement as to the method by which these purposes are to be achieved.

The problem was serious enough even before the recent increase in prison population and federal legislation affecting the shipment

of prison-made goods. The Hawes-Cooper Bill, recently enacted, is designed to make it possible for each state to determine the conditions of the sale of prison-made goods shipped into the state, as they have previously determined the distribution of goods made in the institutions of the state. While this bill does not become operative until January 1934 it means that all of the states using the contract system in whole or in part, and those on the state-account basis, must make a substantial readjustment in their industries. It will not affect the few states now exclusively on the state-use basis, but it is in some of these states that idleness is most prevalent and the whole system of prison industries most ineffectual.

Idleness in prison is an indefensible condition under any theory of penology. For those belated minds who cling fast to the theory of labor as aggravated punishment, idleness throughout a sentence to hard labor is mockery. To those who hold the economic view of a prison paying its own way, idleness means failure. To those who believe the primary purpose of imprisonment to be social rehabilitation by means of industrial training and habits of industry, idleness means futility. Without work every constructive measure in every department of the prison is thwarted if not doomed to defeat, for idleness is an insurmountable barrier to the accomplishment of any sane purpose of imprisonment. The likelihood of a great increase in idleness and the general problems of industries are the most serious of the many problems in the prison situation of the country today.

Prison officials, both members of boards of control and wardens, recognize the seriousness of the situation and the grave dangers of the next few years. Governors of many states are also awake to the need of action. There is unfortunately an incredibly slight factual basis for determining what policies to adopt and what programs to undertake.

There are comparatively few states in the country in which the question of prison industries does not call for most careful consideration in the immediate future.

**Present Trends in American Penal Institutions**—It is too sweeping a statement to say that American penal institutions are steadily getting better. It is difficult to make any general statement



about them to which some state or some one institution in a state will not present a striking exception. Waves of public opinion, caused by general excitement over crime or by some bit of local scandal or maladministration, cause temporary changes for better or worse.

In the main, there has been during the past two decades considerable progress in the penal world and the trend is undoubtedly upward. In recent years, however, public concern with the problem of crime has tended to retard rather than to accelerate progress, as there has been an unfortunate revival of faith in the old doctrines of punishment and deterrence. Few of the agencies making a study of the prevention of crime have given more than passing attention to the prisons and reformatories; there has been much excitement over the ex-convict but little over the convict. The penal institution could be a clinic as well as a laboratory. The answers to many of the questions being asked about crime today could best be found within prison walls.

The need of more individualized treatment is generally recognized in theory; in practice blanket treatment is still the rule. This is partly due to the rapid increase of penal populations and the resultant overcrowding and idleness. It is also due to defects in personnel. There are still surprisingly few prison officials, guards or wardens and deputies, who have the training necessary to organize or carry out a well-rounded program based on individual analysis and treatment of the prisoner, even if conditions in their institutions permitted it. The demand for such officials is increasing; the influence of politics in the selection of the higher officials and the prevalence of low salaries for guards and foremen tend to prevent their appointment, but it is safe to say that the caliber of prison officials is higher than it was a decade ago. Improvement in the all-important matter of personnel, however, and increase in the appropriations necessary for such improvement have not kept pace with the growing complexity and difficulty of the penal problem.

In the addition of staff members with the technical training necessary for a scientific approach to the problems of health, discipline, education, industry, etc., progress has been conspicuously slow. There are only a handful of psychologists and psychiatrists in all

our penal institutions and their work is too seldom correlated with those departments to which they could render the most effective assistance. The number of well-trained educational directors is even smaller, and the industries are too rarely in charge of superintendents and foremen of the quality required as a matter of course by outside industries. Discipline is still largely in the hands of deputies of the traditional type. Even such an indisputably important department as the medical service is not adequately provided for in a large number of states, which employ part-time doctors and dentists or pay inadequate salaries for full-time work. In all these fields, however, there is a growing appreciation of the need of expert technical direction and a slow increase in the number of trained men.

It seems probable that discipline will be the last activity to feel the hand of the technician, for its proper function is not yet fully appreciated. Good behavior rather than the improvement of character is now, and bids fair to be for some time, its aim. So long as this is so it will be left to the official of the old school, in spite of the fact that it is one of the most purely technical problems that the prison faces. Progress in the matter of discipline to date consists largely of the abandonment in many states of the worst of the old practices; failure to progress more rapidly is due to the fact that new and more constructive practices have not taken their place. True discipline is not merely a matter of punishment. It must be carried on in every activity of the institution; it must have character as its aim, not merely conformity to rules.

One of the most hopeful tendencies is the general increase in open-mindedness on the part of institution heads and their superiors. Representatives of this Society have noted in the last decade a growing desire on the part of penal officials to learn what is being done in other states and a willingness to make changes in their own programs on the basis of other officials' experience. There is a decreasing tendency to "cover up," to claim excellence which their institutions do not possess, and to oppose change. If the newspapers would discuss penal matters with more balance and discrimination and if the public were better informed and more discerning regarding penal institutions this tendency would receive still further impetus.



Prison officials are slowly learning to view their institutions objectively: to measure their own work unsparingly, to face the faults for which they are responsible and correct them, to call the attention of the public fearlessly to those faults which can be corrected only by public opinion and legislative or executive action. Such an attitude, which is certain to increase public confidence, is in fact more often found today than a decade ago.

The general trend in administration is toward greater centralization and the fixing of responsibility in single boards or in single officials such as commissioners of correction. Where they are free from politics these boards and officials tend to bring about greater efficiency and to make possible a continuity of policy, without which there can be no steady advance.

The greatly increased population of penal institutions, the steadily decreasing age of the inmates, the commitment of large numbers of prisoners who obviously need specialized treatment, and the growing recognition of the complexity of the problem have led to a demand not only for more institutions but for a greater variety. This demand is being met very slowly but it is increasingly insistent. One state, New York, for example, has the following penal institutions for adults: for men—four prisons, a reformatory and an institution for defective delinquents (as well as institutions for the criminal insane); for women—a prison and a reformatory. A fifth prison is contemplated and it is announced that no prison will be permitted to rise above a population of 2000. This is in marked contrast to the situation in California, for example, which has two prisons, one far beyond proper size, and no reformatories for adults. The segregation of drug addicts in special federal institutions or farms, and the development in recent years of federal reformatories for men and women are a part of the tendency toward specialization and variety in institutions. It is likely that the pressure on existing institutional facilities will hasten a day which would not otherwise have come for many years, when there will be in the larger states at least classification in fact as well as in theory, based on the commitment of each prisoner to the type of institution best fitted to have charge of him.

The establishment of new types of institutions calls for new

types of construction. Advance is being made in matters of sanitation, ventilation, lighting, heating, etc. In prisons there has been little change, however, in the fundamental design: the grossly extravagant stone-and-steel cell house still dominates prison plans. Providing for the whole prison population cells strong enough to house the most desperate criminal is still standard practice. In new prisons improvement on this old design has been made by constructing outside cells; all the cells at the new Joliet, Ill., prison and the new Eastern Penitentiary of Pennsylvania are of this type, and half of the cells at the new Jackson, Mich., prison. Even in these prisons the cells for all the inmates are strong enough to hold the worst, and are consequently of unnecessarily expensive construction. Sufficient attention has not been paid to the psychological effect of housing men in veritable animal cages and thereby impressing on them the fact that they are considered dangerous men who will escape if not restrained by heavy walls and bars. As a matter of fact, such quarters are probably needed for only a small percentage of the population of any institution. Not even the reformatories for men have escaped the old influences in construction; their cell houses are usually replicas of those of the prisons. The reformatories for women have, on the contrary, adopted a type of physical plant consistent with their function. Many of them resemble schools rather than penal institutions. They bear witness to a recognition of the effect of environment on the inmate.

In conclusion, advance in American penal institutions is sporadic and unsteady, but it is taking place. To make it consistent, general and steady there is need chiefly of enlightened public opinion, adequate appropriations and improved personnel. In method there is need of greater individualization of treatment; more thorough study of the inmate and of his individual background and greater use of what it reveals in adjusting his work, education, discipline and parole. In equipment there is need of more institutions and more varied ones, of better living and working quarters, of more industries and more suitable ones. And throughout the penal field there is need of a higher aim: that of training men for useful and satisfying lives in the social group. This involves among other things, the use of methods of group or community training which penal officials



still understand only dimly and practice little. Several of the institutions for women are decades ahead of those for men in the realization of a policy and program calculated to make a correctional institution really effective.

**Inmate Community Organization**—Within the last fifteen years a type of management and control of the prison population has been devised and tested on a sufficiently comprehensive scale to prove its usefulness. Contemplating the entire body of prison inmates as a community having a common life, sharing common vicissitudes and having common interests, it organizes them under their own elective officers and committees for the regulation and management of their common affairs.

This system was first experimentally employed early in the year 1914 at Auburn Prison, New York, under the name of the Mutual Welfare League; and, having there proved a success, was subsequently adopted in Sing Sing Prison and, still later, in the United States Naval Prison at Portsmouth, N. H. Under a somewhat different type of organization, a high degree of community responsibility has been developed in the Delaware prison and has been in operation for over eight years under two successive wardens. In the Westchester County, N. Y., Penitentiary, a welfare organization of this character has been in successful operation for over nine years. The "Harmony, Honor and Justice Club" at the brick plant in the Jackson, Mich., prison was a successful application of the principle to a community of eighty prisoners, until the plant was closed. In other prisons, where the inmates are as a group entrusted with responsibility for certain activities, the principle is recognized to that extent even though the prison as a whole is operated on quite different lines.

The method of organization adopted in the initial experiment in Auburn Prison was devised for the most part by the inmates themselves and was, with slight modification, employed in subsequent applications of the system. It consisted in the free election by the entire body of prisoners, voting by shops, companies or other groups, of a board of representative delegates, numbering forty-nine, for periods of six months. This board of delegates, meeting once a week, formulated the policy of the organization, adopted a code of rules

defining the obligations of the inmates to the community and to the prison authority and chose from its own membership an executive committee of nine members charged with the duty of exercising a continuous supervision over the personal conduct and community activities of the inmates. The rules adopted and the methods of their enforcement were, of course, subject in all cases to the approval of the prison authorities.

The executive committee, which met frequently for the hearing and discussion of reports and the consideration of all matters that might be brought to their attention affecting the common welfare, appointed a sergeant-at-arms, who, with numerous deputies chosen by him, assumed responsibility for the good order of the community, and a "judiciary board" of five members who constituted a court for the trial of all inmates charged with the violation of the rules or any abuse of the privileges of the community. The only penalty that the court could impose on a refractory inmate was suspension, for a longer or a shorter time, from the privileges which the prison authorities had granted to the membership of the League in consideration of the responsibilities voluntarily assumed by the latter.

As the appetite for responsibility grew, the executive committee found itself called upon to appoint a number of standing committees, usually on the request of interested groups of inmates, to deal with grievances or to supply the increasing needs of a community that was feeling the growing pains of the community spirit. The limited educational facilities afforded by the state, for example, were supplemented at Sing Sing by the activities of a committee on education, which organized courses of instruction and training in a wide range of literary and vocational pursuits. There were also committees for the relief of prisoners' families, for the decent burial of the dead, for the provision of legal aid for inmates and for the performance of other services which were dictated by a growing sense of community responsibility for the welfare of all.

It thus appears that the primary aim and result of this method of prison organization is to transmute the "gang" spirit, whose essence is loyalty to the local group, into a spirit of loyalty to the larger group which constitutes the prison community and by this means to create and develop in each member of the community a



sense of responsibility for the common welfare. Such an effort, when properly directed, secures from the great body of inmates a degree of cooperation with the governing authority and a willing compliance with the necessary restrictions of prison life that have been obtained in no other way.

The principle of inmate or community organization, combining practice in sharing responsibility for the common welfare with the valuable elements of the Honor System, furnishes the best method yet developed for giving prisoners training in self-discipline and in preparing them for social readjustment after their discharge.

Just as the Honor System has been sometimes stultified, so too this type of organization has been sometimes managed so that it has failed to accomplish its essential purpose, that of developing a sense of personal and group responsibility. In some cases this failure has been due to a lack of imaginative and constructive leadership. Under constructive leadership it has been a potent force in stimulating social thinking on the part of prisoners and in securing their cooperation in the conduct of the inmate community.

Prison discipline as a whole, however, is still arbitrary in character and is still mass discipline. It takes little account of the individual. It seeks rigid obedience to orders. It is blind to the need of preparing for the day when the discharged prisoner will no longer have someone to direct his every act. It fails to realize that mere passive obedience cannot conceivably rise above the mechanical. In short the purpose of prison discipline is still conformity, not character; good prisoners, not good citizens.

## THE PRISON OF THE FUTURE

There are many indications that all sentences to the prison of the future will be on a genuinely indeterminate basis. Judges will merely commit to institutions, without maximum or minimum term, such offenders as are deemed to require segregation from the community. Instead of determining in advance the date of an offender's release his discharge will be made when it seems wise for the common welfare of society to release him. The time of discharge will be based on the essential personality of the man as determined by scientific

methods, on the findings of a careful social case history and on conduct and reaction to various phases of the institutional program.

Such a basis for discharge will be developed not because of any sentimental regard for the offender, but rather because it offers a far more efficient way of dealing with him and protecting the best interests of society. While no system of releasing offenders devised or managed by human beings can be infallible, the use of sound scientific and socially sane methods can reduce to a minimum the number who will return to crime after release.

**Institutional Plants**—Institutions will be located at sufficient distance from cities so that there will be little likelihood of their being surrounded by the growth of a city. Farms will be of sufficient size to provide ample supplies of all kinds to the prison dietary. In place of single huge institutions, penal systems, at least in the larger states, will include a receiving station in which all prisoners will be received and the necessary steps taken for a classification which will determine their transfer to the institution best suited to their needs. Such classification will be based, not on the type of offense, but rather on the essential qualities of personality.

The institutions for custody will vary not only in character and program but in plant. Instead of building very expensive concrete and steel cells for every man, this type of construction will be provided for the comparatively small number for whom they appear to be needed. The type of buildings of the various institutions in each system will be determined by the type of inmate to be cared for in them. Under such a system the various needs of different types of offenders can best be met.\*

**Administration**—Such a prison system will require an administrative head of capacity and experience, selected with as great care as the head of a college or university. It will be recognized as a responsibility for trained men and not an easy reward for political service.

Salaries for the administrative head and his associates will be adequate and the tenure of office sufficiently assured to attract the best trained and most competent personnel.

\* In the more advanced countries of Western Europe it has become a principle of penology, accepted by the state and by prison administrators as well as by penologists, that the maximum prison population should not exceed 500.



**Health**—The medical department will be given ample facilities and, what is more important, a competent staff for all phases of medical and health service will be set up. The psychological and psychiatric work will be related closely to the work of the general medical department.

**Education**—Every phase of the program of the institution will be related to the educational purpose. Interest will be stimulated in all phases of general and vocational education and in health education. Special emphasis will be laid on those forms of education which provide training in social ideas and attitudes.

**Industries**—A full day's work will be supplied to every able-bodied man. While the industries may well pay the cost of the institution, the industrial program will be considered of primary importance in training men. A fair wage system will be developed which will pay the prisoner for his work, make some provision for his dependents, if any, and provide a fund for his use on discharge.

**Religion**—The promotion of religious work will be accepted by the churches as a part of their responsibility rather than as a part of that of the state. The power of religious appeal will depend not only on those presenting it, but on the fundamental principles common to all faiths being embodied in the spirit and administration of the institution.

**Discipline**—The purpose of discipline will be the development of character in each individual rather than mere conformity to institutional rules. It will not be arbitrary in spirit or method. In the different types of institutions a large but varying amount of responsibility for the conduct of the community life will be given the inmates. This sharing of responsibility for the common welfare is the best method yet devised of securing the cooperation of the inmate body in accomplishing the fundamental purposes of society in maintaining such institutions.

**Conclusion**—When institutions of this kind are found in each state a great step will have been taken in solving the problem of crime. Those familiar with the prison system of the country will recognize that this conception of a penal system is not an arbitrary one, but that it is based on policies and programs slowly being evolved from our present penal system.





# Handbook of American Prisons and Reformatories

Compiled by the American Prison Association  
Published by the American Prison Association, New York, 1925

Published by the American Prison Association

1212 Broadway, New York, N. Y.

The American Prison Association was organized in 1870, and has since that time been engaged in the study and reform of the prison system in this country. It has published a number of reports and handbooks, and has been instrumental in the establishment of many of the most important prison reforms in this country. The present handbook is the result of a long and careful study of the prison system in this country, and is intended to be a practical guide for the study and reform of the prison system. It contains a detailed description of the various types of prisons and reformatories in this country, and a description of the various methods of prison management and reform. It also contains a list of the various prison associations and reformers in this country, and a list of the various prison reforms that have been adopted in this country. This handbook is intended to be a practical guide for the study and reform of the prison system, and is intended to be a valuable resource for all those who are interested in the study and reform of the prison system.





# Handbook of American Prisons 1929

## FEDERAL CIVIL PRISONS

### GENERAL STATEMENT

The administration of the Federal Civil Prisons is in the Department of Justice and is therefore a part of the responsibility of the Attorney General of the United States. In recent years the responsibility for these institutions has been deputized to an Assistant Attorney General and the actual administration has been carried on by the Superintendent of Prisons. Under the present administration the latter has been made responsible directly to the Attorney General.

This organization means that the same department of the government which is responsible for the prosecution is also charged with the custody of those convicted, functions which are kept separate in all of the states. The fundamental difference in these two functions makes such separation desirable. The personal qualifications that are necessary for successful prosecution are by no means those required for successful penal administration.

Under the present organization also, the Attorney General is required to sign a large number of routine papers and make decisions which in any of the penal systems of the better organized states are left to the proper subordinate officials. There seems to be no good reason why so high an official as a cabinet member of the United States government should be required to pass on the parole of individual prisoners or authorize the return of "good time" taken from prisoners for disciplinary reasons.

The superintendent and the wardens of the federal prisons have usually changed with each incoming administration, especially when the new administration was of a different political party and in some cases when the same party was continued in office. This continual changing has meant little opportunity for the development of a general policy. There have been periods of inefficient administration and at times serious scandals have marred the administration

of the federal prisons. No very profound study of these institutions as a whole is needed to produce the conviction that the whole system needs reorganization.

First, the administration of the penal system should be taken out of the Department of Justice, so that the functions of prosecution and custodial care would be completely separated.

Second, it is probable that these institutions belong in the Department of the Interior, which has under its authority most of the wards of the government, or in a separate bureau of Public Welfare.

Third, in whatever department it is placed the federal penal system should be made a separate bureau with a permanent head, given ample authority, provided with a proper staff of associates and paid an adequate salary. Such a permanent head is needed in order to assure continuity and to administer properly a group of institutions as important as these prisons, which have large populations and complicated problems. While the head of any department in which the prisons are located must necessarily have a certain authority it should be exercised only on broad questions of general policy. The development and carrying out of policies and the actual administration of the institutions should be left to the superintendent of prisons or bureau head. He should have associates who could take responsibility for the development of major phases of the program such as discipline, industry, education, medical service and of parole and probation. State boards in the better organized states have found it wise to leave actual control largely to the administrative heads of each institution but a staff is needed to coordinate and develop the various phases in the federal prison system. The head and his associates should receive adequate salaries. In some states the commissioner of correction receives \$12,000 a year. The federal government needs men of at least equal training and caliber, but can not hope to get them unless they are assured reasonable permanence in office and are paid as much as the larger states find it worth while to pay.

Fourth, greater coordination of government bureaus is needed in order that goods made in the prisons may be used and that there may be work for every man.



Before discussing the industrial situation more fully it may be well to note the increase in the population of the federal prisons which has created grave problems of idleness and overcrowding. The population at Atlanta in 1907 was 510 men; in 1918 this had increased to 1,236; in 1925 to 2,849 and in 1928 to 3,323. The capacity is about 1,580. The population at Leavenworth in 1915 was 1,093; it was 1,629 in 1918; 2,995 in 1925 and 3,684 in 1928. The capacity is about 1,640. This increase in population, it should be noted, is very largely due to the passing of new legislation. A substantial part of the increase consists of men sentenced under the drug act, the prohibition law and the federal law covering the transportation of stolen automobiles from one state to another. Apparently it was not realized that the passage of new laws creating new offenses was likely to create the need for additional housing facilities and more industries.

Development in recent years of a shoe industry at Leavenworth and of a cotton-duck plant at Atlanta is significant in many ways. The shoe factory at Leavenworth has demonstrated that it can make shoes of good quality and can produce them in rapidly increasing numbers. Instead of being called on to make shoes on a very few lasts, as was originally planned, they have been required to make them on twenty or more. It was stated that while no shoes have as yet been manufactured for the army, they could be made with no greater percentage of rejection than other factories have. The difficulty lies in the fact that while the outside manufacturer can sell his rejected goods on the outside market the prison shop can not. The problem is much less one of making shoes of proper specifications than it is of disposing of goods that every manufacturer has had rejected under the rigid inspection of the army purchasing agents. In spite of the various handicaps this shop has had to face, including the task of training a continually shifting population, it has made very substantial progress and is the most hopeful feature in the Leavenworth prison.

The duck mill at Atlanta has been successful in turning out large quantities of duck to be made into mail sacks for the Post Office Department. It has unfortunately not been permitted to manufacture the mail sacks themselves.

It is significant that the federal prisons have had the same difficulty in getting the various government bureaus to use prison-made goods that the states have had under the state-use system. The federal law provides that nothing may be sold, and this is interpreted so literally that, for instance, hides from cattle killed for beef on the prison farms may not be sold, nor may superfluous breeding stock be sold or even exchanged.

The federal law provides that goods may be made in the prisons if such manufacturing does not interfere with work being done in connection with the various bureaus and departments. When various industries have been proposed it has been noted that there was great activity in the bureaus affected and that new equipment was purchased. The development of prison industries was then prevented on the grounds of interference with the work of these bureaus. The need of closer coordination and of real cooperation between the various government agencies is obvious.

The federal prisons should maintain industries covering the cost of running the institutions and giving a real wage to prisoners employed, instead of being supported by federal taxes and leaving a large part of the population in idleness or semi-idleness. It is hoped that the reorganization and coordination of government bureaus that is proposed by the present administration may include the federal prisons.

Without an industrial development which will give real employment to every able-bodied man in the federal prisons, these institutions must continue to be a national liability rather than an asset. A study of the purchases of the federal government shows the diversity and size of the potential market.

The increases in population quoted above have not only contributed largely to idleness but have created conditions of overcrowding in all of the institutions. The need for additional housing is obvious and should be met in a number of different ways. Not only are additional institutions needed, but the federal system should include various types. The authorized segregation on two farms of drug addicts is desirable from every standpoint and should be effected as soon as possible. The reformatory at Chillicothe, Ohio, should be developed rapidly and the superintendent of federal prisons



given ample authority in transferring men from other institutions. The federal government should remove its women prisoners, now boarded in various prisons and jails all over the country, from these institutions, many of which are entirely unsatisfactory, and should commit them to the Federal Industrial Institution for Women at Alderson.

A substantial number of the population of the federal prisons are sentenced for a year and a day. In the development of new institutions it does not seem at all necessary to build bastille-like structures of concrete and steel to hold men having such short sentences. Federal district jails might well be developed to take care of short-term men in or near the place of their conviction.

Much as new institutions and additional industries are required, the crux of the federal penal problem is the urgent need of such a reorganization as will facilitate the development of a unified and continuous policy with respect to all of the functions which a modern prison system is called upon to perform in the interest of the general welfare.

## FEDERAL INDUSTRIAL INSTITUTION FOR WOMEN ALDERSON, WEST VIRGINIA

Visited January 29, 1928.

A site was decided on at Alderson, West Virginia, and the institution formally opened in November 1928 though it had been receiving inmates for a year and a half before that date.

### I. GROUND AND PLANT

The institution is located on a 500-acre tract of hilly, wooded farm land, 200 acres of which were given to the government by the citizens of Alderson. The cottages, two-story brick buildings with slate roofs, built 75 feet apart, form three sides of a square. On lower ground is a similar group which includes the administration and industrial buildings. The chapel, not yet constructed, is to be built on the corner where the two squares join. These buildings form what is unquestionably the finest group of buildings for any women's penal institution in the country.

**1. Housing**—There are "typical" cottages and two "decreased privilege" cottages. Each typical cottage has rooms for 30 inmates and is a complete housing unit in itself, having a kitchen, dining room, storerooms and a living room. Each cottage also has separate rooms for baths and toilets. The rooms are equipped with spring bed, chair and dresser; they are real rooms and not cells.

The construction is modern throughout and while possibly costly to erect, should make maintenance cost light and certainly makes possible a high standard of sanitation.\*

**2. Farm**—The farm buildings, also modern in design and construction, are located about a mile from the institution proper. About 120 acres are under cultivation and 100 more in pasture. The products of the dairy, piggery, poultry plant and garden and all farm products are used in the institution.

\* In May, 1929, 11 housing units were completed.



## II. ADMINISTRATION

**1. Control**—The institution is under the control of the Superintendent of Federal Prisons, an officer of the Department of Justice. (See General Statement on Federal Prisons.) The Enabling Act which established this institution also created an Advisory Board consisting of the Attorney General, Assistant Attorney General, Superintendent of Prisons and the Superintendent of this institution, all ex officio, and four appointed members, as follows: Dr. Lewellys F. Barker, Baltimore, Chairman; Miss Julia K. Jaffray, New York, Mrs. Alvin Dodd,\* Washington, D. C. and George P. Levey, Ludlow, Vermont. The advisory board members are appointed by the President for terms of four years. Their relation to the institution is an advisory one and they serve without remuneration.

**2. Supt.**—Dr. Mary B. Harris was appointed in 1925. She holds the degree of Doctor of Philosophy from the University of Chicago. She has been a teacher and has had institutional experience in the New Jersey State Home for Girls and at Blackwells Island, New York.

**3. Asst. Supt.**—Helen Hironimus, the assistant superintendent, has charge of personnel, classification and discipline.

**4. Warders**—There are two women warders to each cottage. One has general charge of the cottage; the other has charge of the commissary and relieves the head of the cottage.

The warders have two days off every other week and 30 days' vacation. Rooms and meals are provided for them in the cottage.

**5. Salaries and Pensions**—The salaries paid include allowance for quarters and maintenance.

Superintendent .....	\$6500, including \$480 for quarters and \$1520 for maintenance
Asst. supt. ....	3500, including \$260 for quarters and \$240 for maintenance
Warders, head .....	1620, including \$60 for quarters and \$240 for maintenance

\* Since the prison was visited Mrs. Frederick Upham of Chicago has replaced Mrs. Alvin Dodd.

Housekeepers .....	\$1380, including \$60 for quarters and \$240 for maintenance
Doctor .....	3600, including \$260 for quarters and \$240 for maintenance
Dentist (part time) .....	600
Oculist (part time) .....	500
Trained nurses .....	2400, including \$100 for quarters and \$240 for maintenance
Practical nurses .....	1560, including \$60 for quarters and \$240 for maintenance
Shop foremen	
One at .....	2100, including \$60 for quarters and \$240 for maintenance
One at .....	2040, including \$240 maintenance
Two at .....	1980, including \$60 for quarters and \$240 for maintenance
Two at .....	1860
Farm supt. ....	2400, including \$100 for quarters and \$240 for maintenance
Veterinarian .....	2300, including \$100 for quarters and \$240 for maintenance
Dietitian .....	2400, including \$100 for quarters and \$240 for maintenance
Steward .....	2300, including \$100 for quarters and \$240 for maintenance
Educational director .....	1620, including \$60 for quarters and \$240 for maintenance
Chaplains .....	{ Clergymen of various denominations Paid \$5.00 per service
Storekeeper .....	
	2600, including \$120 for quarters and \$520 for maintenance

The total number of employees on the payroll is 82.

Most of the employees of the institution are eligible to retirement under the U. S. Civil Service Commission Act.

### III. PRISONERS

**1. Population**—There were 111 inmates on the day the prison was visited.

The first inmates were received April 30, 1927.\* Instead of filling the institution as rapidly as space was available, the policy has been to build it up gradually in order that the staff would have an opportunity to build up the institutional tradition desired.

\* By May 1, 1929, 522 had been received and 338 were still in the institution.



On the first 100 inmates received, the following figures are given:

**Ages when received:**

Under 20 years .....	3	30 to 39 years .....	50
20 to 24 " .....	10	40 to 49 " .....	9
25 to 29 " .....	22	50 and over .....	6

**Nativity:**

Native born .....	96	Foreign born .....	4
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**Race:**

White .....	66	Negro .....	34
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**Education:**

Illiterate .....	8	High school .....	10
Grammar school .....	79	College .....	13

**Sentences:**

Maximum — 20 years
Minimum — 1 year and 1 day
Average — 2 years

**2. Classification**—The institution was designed for an elaborate and careful system of classification, the details of which are being worked out as the institution develops.

The Classification Board consists of the superintendent, doctor, teacher, warder of inmates' cottage, and psychologist. The latter summarizes each case and presents a report to the board based on the psychological study and the observation of the inmate by the various officials.

**3. Insane**—Women adjudged insane will be transferred to St. Elizabeth's, the federal hospital for the insane at Washington, D. C.

#### IV. DISCIPLINE

**1. Rules and Regulations**—Rules are being formulated as the institution develops. A committee of five inmates in each cottage is cooperating in the development of the general code of conduct. Each inmate as she enters is on probation for three months and then if approved by the inmate committee may take an active part in this cooperating organization.

Members of the cottage committees are given special responsibility. Their election by the voting body must be confirmed by the superintendent. It is planned to develop these cooperating organizations as fully as possible.

**2. Punishments**—The two "decreased privilege" houses are designed to take care of all the discipline cases and all those who do not conform to the spirit and code of the rest of the institution. Punishment consists for the most part in reduction in grade and corresponding loss of privileges.

## V. HEALTH

**1. Hospital**—Facilities are available in a fully equipped hospital of 32 beds, and in the receiving and quarantine buildings. Facilities for surgery, first-aid and antivenereal treatment are available.

**2. Medical Staff**—The staff consists of one full-time resident physician, two registered nurses and two practical nurses. A local dentist spends one day weekly at the institution and an oculist a similar time.

**3. Medical Examination and Care**—New prisoners are held in quarantine for two weeks. Physical examinations are given incoming prisoners and repeated every three months; Wassermann and Kahn tests are made on all. Antivenereal treatment is given those needing it. Inmates are inoculated against typhoid fever and smallpox.

**4. Psychological Work**—A mental examination is given only those showing symptoms of mental breakdown.\*

**5. Commissary**—As this institution is built on the cottage plan there is no general mess hall or kitchen. The kitchen and dining room are part of each cottage unit and are completely equipped and models in every respect. The dining rooms really deserve that name.

A farm and dairy are operated in connection with the institution and the products are used in the inmates' dietary.

**6. Baths**—Each cottage has bathrooms adequate in every respect.

**7. Recreation**—There is ample space around the institution for all sorts of recreation and adequate provision for this is made in the daily schedule.

\* Psychological examination is now given to all on admission.



8. **Entertainment**—As in other women's institutions of the better type, in addition to the usual forms of entertainment considerable emphasis is placed on music, dramatics, pageants and other activities in which the inmates have an active part.

## VI. INDUSTRIES

1. **Workshops**—There is one industrial building in which the sewing rooms and domestic science rooms are located. The building conforms generally to the type of the other cottages, and gives admirable working conditions to a considerable number of inmates.

2. **Character**—All industries, as in other federal institutions, must be for the use of the institution or the federal government.

3. **Employment**—As the institution had been recently opened and the industries developed, the industrial distribution at the time the prison was visited is not given. The farming, cooking, sewing, weaving and maintenance have occupied all the inmates so far received.

4. **Vocational Training**—So far as possible all of the work in the institution is given a vocational emphasis and this purpose is to be kept in mind in the fuller development of the industrial program.

5. **Compensation**—There is no system of compensation for work done by the inmates.

## VII. EDUCATION

1. **Library**—The building which is to contain the library is not yet completed and no real library program has as yet been started.\*

2. **School**—The purpose of the institution is education in the broadest sense and the school is only one feature of the general program. All of the activities of the day are primarily educational. There are classes in sewing, laundry, cooking, table service, household economics, stenography and typewriting, and all the women who desire are being put through a Red Cross or practical nurse's training course. There is a regular program of physical education supplemented by games, pageants, etc.

\* A library of 2000 volumes has since been made available.

All of the above is taught by officers who also have other duties. Only one teacher of academic subjects is employed. Courses are given in elementary and advanced English and arithmetic to those who need them, and Americanization courses for the foreigners and illiterates.

The decision as to who shall attend classes and what she shall study is made at a classification meeting attended by the key officers of the institution. They consider, and review every three months, the social history, mental age, personality, conduct, etc. of the woman and assign or reassign her to the work and study best suited to her needs.

At present there are two schoolrooms in the industrial building in addition to the sewing room and the household economics room. In the building now under construction there will be three classrooms about 20 x 20 feet and two smaller classrooms in addition to a large library with reading tables, an auditorium seating 600, a gymnasium, etc.\*

A special part of the educational program is the weekly assembly at which a discussion of current events is the main feature. A great variety of subjects is presented, and the women take part in the discussion.

### VIII. RELIGION

**1. Chapel**—An institution chapel was under construction at the time the prison was visited. Until this is erected a large room in the industrial building will be used as a chapel.

**2. Chaplain**—There is no official chaplain. The superintendent and local preachers lead the religious services.

**3. Services**—Vesper services are held each Sunday and other services are held in the individual cottages.

### IX. INMATE COMMUNITY ORGANIZATION

The inmates share to an unusual degree the responsibility for the community life. This affords a high degree of training for citizenship.

\* This building was opened in June 1928.



## X. PAROLE

As the institution has been so recently established, parole information is not available.

## XI. COST

(Data not available.)

## COMMENT

Both in respect to plant and program, this institution is one in which the federal government and the citizens of the country can well take pride. Its plant is well adapted to the requirements of a great regenerative enterprise. Its program is based on humane motives functioning through a thorough and scientific study of the prisoners. There appears no disposition, moreover, to forget that the offender is an individual; unless the institution grows beyond the bounds planned for it or its spirit changes, blanket treatment will not become its method. The current events discussion group is evidence of the desire to cultivate individuality by giving opportunity for worthwhile self-expression.

The grounds and buildings resemble those of a fine woman's college. The buildings are not only architecturally attractive but they supply excellent living quarters and adequate facilities for a variety of activities. The plant was fortunately designed and constructed within a period short enough so that unity, seldom found in institutions of this type, has been achieved. The farm land and the farm buildings are worthy of the institution. A chapel building, dedicated to religious services, is to be built by the gifts of women's clubs and other national organizations and will provide a much needed addition to the facilities for religious work.

The program of the institution is being slowly formulated with complete openmindedness toward desirable changes. The aim of the institution is education in the broadest sense—education for economic and social efficiency and education for character. In the building of inmate morale and the achieving of the proper attitude toward responsibilities which the women must face after release, the so-called

cooperating clubs can be a great aid. It is wise, as is done here, to let the inmate community organization come from the inmates rather than to thrust it on them from above.

The program of formal education is largely for efficiency in occupations the women will follow after release. The individual is studied and her aptitudes and interests are passed on at a staff meeting of officers. This individual approach follows the best penal practice.

The staff is of unusually high grade and appears to have a sound combination of the scientific and the humane attitude. Both the staff and inmate body are being built up slowly to develop institutional traditions. This is highly desirable in a new institution and is too often not done.

The medical department, in space allotted to it and in equipment provided, is in line with the rest of the institution. This department will not be handicapped by inadequate equipment as are the medical departments of so many institutions.

One is likely to be so impressed with the excellence of the institution from the material standpoint and by the fine spirit which pervades it that he will forget the difficulty of the problem. A large percentage of the women are narcotic users. If the women can be kept free from drugs the problem will still be difficult. One who has seen federal women prisoners in jails and state prisons must rejoice that the government has at last established an institution of its own and supplied it with a plant and a staff worthy of our resources and our social ideals. It will always need intelligent public interest and support to achieve full effectiveness.



## UNITED STATES PENITENTIARY

### ATLANTA, GEORGIA

Visited February 16 & 18, 1928.

The Federal Prison was established at Atlanta in February, 1902.

#### I. GROUND AND PLANT

The administration building, with cell houses on either side, is constructed of stone quarried from the famous Stone Mountain. These buildings form a dignified and impressive group. The shops and other buildings are of brick. The institution as a whole shows signs of careful planning. In one part of the yard is a tent colony for tubercular patients. One corner of the yard is given over to a large recreation field.

The wall encloses about 27½ acres.

1. **Housing**—There are four cell houses. Two of them have 100 cells each on five tiers, measuring 21.8" x 10 and 7.8" high. These cells were planned for six men but are being used for eight. The other two cell houses have 190 cells each, on five tiers, and measure 5.6" x 8.6" and 7.8" high. These cells were intended for one man but are being used for two. All have a good grade of plumbing.

In addition to the regular cell houses the increase in prison population has necessitated putting double-deck bunks in the semi-basement beneath the cell houses where proper ventilation is very difficult to secure. There also is one temporary dormitory with 66 beds.

Considering the overcrowded condition a very good standard of sanitation is maintained.

2. **Farm**—Two farms covering 1200 acres are situated near the prison. About 175 men are employed there. The products of the farm and dairy all are used by the prison.

## II. ADMINISTRATION

**1. Control**—The federal prisons are under the supervision of the Superintendent of Federal Prisons appointed by the Attorney General of the United States. (See General Statement on Federal Prisons.)

**2. Warden**—\* John W. Snook was appointed warden in January 1925. He was for nine years warden of Idaho State Prison and had been Deputy U. S. Marshal in Alaska.

**3. Deputy**—A. C. Aderhold, the deputy warden, was appointed in 1927, after many years of prison service in the capacity of record clerk, foreman of construction, and guard.

**4. Guards**—There are 112 guards appointed from Civil Service lists. The guards are divided into three shifts, two of seven hours a day and one of ten hours. The men on the shifts are changed every four months. Guards are allowed 30 days off a year and two days off each month.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$4200, 1620 for subsistence, and quarters
Deputy .....	2300, 1020 for subsistence, and quarters
Chief clerk .....	3300, less 300 for quarters
Day captain .....	2400
Night captains .....	1860
Guards .....	1500 to 1560
Doctor .....	3000
Assistant .....	1860 and 540 for subsistence
Eye, ear, nose and throat doctor (part time) .....	1200
Dentist (part time) .....	1200
Supt. of duck mill .....	7500
Master mechanic .....	2500
Farm supt. ....	2400 less 300 for quarters, and 240 for subsistence
Storekeeper .....	2100
Cook .....	1680
Chaplains .....	1860 and 2200, less 300 for quarters
Parole officer .....	1920

\* Mr. Snook resigned April 1, 1929, and the deputy warden, A. C. Aderhold, was appointed as acting warden.



The total number of employees, including officials and guards, is 172.

The employees of the prison are eligible to retirement under the U. S. Civil Service Commission Act.

### III. PRISONERS

1. **Population**—There were on February 4, 1928, 3111 prisoners. The report for the year ending June 30, 1928, shows 3323 inmates. An analysis of this group is contained in the following tables:

#### Ages when received:

Under 20 years	141	40 to 50 years	519
20 to 30 "	1205	50 to 60 "	191
30 to 40 "	1148	60 and over	39

#### Nativity:

Native born	3006	Foreign born	317
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The 317 foreign born were from the following countries:

Austria	15	Poland	13
Canada	14	Russia	58
Germany	11	Spain	16
Greece	18	9 other countries	30
Italy	142		

#### Race:

White	2637	Negro	669	Other races	17
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#### Education:

Illiterate	250	High school	371
Common school	1921	College	78
Elementary	703		

**Sentences:** All prisoners are on Determinate Sentence.

Up to 5 years	2893	Bet. 31 and 40 years	1
Bet. 5 and 10 years	249	Over 40 years	6
" 11 and 20 "	93	Life	32
" 21 and 30 "	49		

2. **Classification**—There is no general scheme of classification aside from the segregation of sex perverts.

3. **Insane**—On the order of the Attorney General, men adjudged insane by the doctor are transferred to St. Elizabeth's, the federal hospital for insane, at Washington, D. C.

#### IV. DISCIPLINE

1. **Rules and Regulations**—The rules as a whole are sensible and the regulations only those needed to handle a large body of men in a restricted area. Books, magazines and newspapers must be received direct from the publishers. Two visits are allowed a month; visitors from a distance are permitted to come for one hour a day for three days. Two purchase orders a month are permitted from items on a printed list.

2. **Punishments**—Loss of privileges constitutes the punishment in the majority of cases. For punishment of the more serious cases there are 19 isolation cells, in the building in which the deputy warden's office is located. These cells are ample in size, well lighted and ventilated and have toilet and lavatory. For punishment men are held here usually from one to ten days on a restricted diet.

#### V. HEALTH

1. **Hospital**—The hospital occupies a separate building and has a capacity of 60 beds. In addition there are 32 tents in the prison yard adjoining that are used for tuberculous cases. The prison population has increased so rapidly during the last few years that hospital facilities have become badly overcrowded.

The available facilities are well arranged, the equipment is modern and the hospital in excellent sanitary condition. Complete X-ray equipment with fluoroscope has been installed recently. All food for patients and helpers is prepared in a diet kitchen.

2. **Medical Staff**—The staff consists of a part-time physician in charge, with a full-time assistant. Major surgery is done by specialists in Atlanta and part-time specialists are also in charge of the dental and eye departments. The remainder of the personnel, some 70 in number, are recruited from the inmate population.

3. **Medical Examination and Care**—Each prisoner is given a physical examination upon arrival and Wassermann tests are made



on all. Suitable treatment is given those suffering from venereal disease. Those showing evidence of mental breakdown are placed under observation.

As far as the facilities of the hospital permit, defects are corrected during the inmate's sentence. Careful attention is given to the dental needs and to the vision of the prisoners.

A large number of the prisoners are committed for violations of the narcotic laws, and many of them as users of drugs. The care of this particular group constitutes one of the major activities of the hospital department. The treatment of tuberculous cases in tents relieves the hospital facilities from serious overcrowding and also results in the arrest of many cases.

By means of the laboratory a check is maintained on treatments of tuberculosis, on progress of antivenereal treatment, and on the water and milk supplies of the prison. A fourth year medical student has charge of this department.

**4. Psychological Work**—There is no regular mental examination of prisoners.

**5. Commissary**—The kitchen and bakery are on the whole well equipped but are not adequate for the present population. The mess hall is well lighted and ventilated. The men are seated at tables all facing one way. With the present population it is necessary to have two sittings at each meal.

The diet is well adapted to the needs of the inmates. Meats are not served in such large quantities as in some prisons and there is a generous supply of vegetables and fruit. The food is not rationed. Inmates are permitted to have fruit purchased locally at regular intervals, provided they have funds for this purpose.

Only inmates free from communicable disease are permitted to work in the kitchens.

**6. Baths**—About 75 shower baths are located in the basements under the cell houses. The general bath schedule is one a week, but the commissary men and some special squads have daily bath periods.

**7. Recreation**—Recreation is under the supervision of an athletic director, one of the guards. The program includes a good variety of activities. Supplies are purchased from the interest on

prisoners' deposits, money found in the prison and confiscated, and the sale of old paper. The men are given the yard an hour at noon daily, two hours on Saturday afternoon, and two hours morning and afternoon on Sundays and holidays.

**8. Entertainment**—Movies are shown weekly. Inmates stage one or two shows a year. There are a few radios in the prison but none for the use of the general population.

## VI. INDUSTRIES

**1. Workshops**—The two industrial buildings are modern in every respect and afford very good working conditions.

**2. Character**—The industries are entirely for the use of the federal government.

**3. Employment**—On February 4, 1928, the population of 3111 men was distributed as follows:

Duck mill .....	806	Sick and unassigned .....	74
Tailor shop .....	204	Under punishment .....	10
Farms and outside work .....	231	Maintenance details .....	1385
Idle .....	401		

**4. Vocational Training**—The prison has no systematic vocational plan but some of the construction work and a few of the maintenance details offer considerable opportunity for vocational training.

**5. Compensation**—The men on maintenance details do not receive any remuneration. Those working in the duck mill are paid so much per yard. These men, numbering about 800 in the last fiscal year, were paid a total amount of \$91,640.24.

## VII. EDUCATION

**1. Library**—There is a fairly good library of 20,000 volumes in charge of the Protestant chaplain, and a small Catholic library. The circulation is 1500 to 1800 books per week. The collection was obtained through gifts and from government war libraries. There is no regular appropriation. There is only one typewritten catalogue.



About 30 magazines are subscribed for. The Carnegie Library of Atlanta has given some technical assistance.

**2. School**—There is a school which teaches the three R's, all men not having third grade education being required to attend. Of the 3111 inmates, only 163 are enrolled, most of them in the first grade. The superintendent is a guard. The mess hall is used as a schoolroom. School meets from 6.00 to 8.00 P. M. five days a week, from November to April.

A number of men have purchased correspondence courses but these do not come under the educational department.

## VIII. RELIGION

**1. Chapel**—The chapel, also used as an auditorium, is well lighted and ventilated, though inadequate in size, as it seats only 1800.

**2. Chaplains**—There are full-time Protestant and Catholic chaplains.

**3. Services**—Protestant and Catholic services are held weekly.

**4. Other Agencies**—Representatives of the Christian Science and Jewish faiths hold services at frequent intervals.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men for the duties of citizenship.

## X. PAROLE

The Superintendent of Federal Prisons, the warden of the prison and the physician constitute the parole board. The majority of men are discharged at the expiration of their sentence. During 1927 211 men were paroled and 12 returned as violators.

## XI. COST

Gross expenditure from appropriation for	
year ending 6/30/27.....	\$838,069.46
Net profit from industries .....	100,807.49

The industrial earnings are entirely separate from the institutional accounts. In addition to the earnings as indicated, there was a total bonus of \$91,640.24.

### COMMENT

The outstanding feature of Atlanta is its congested condition. While the prison plant is imposing and as a whole well planned and constructed, no degree of good administration and good housekeeping can offset the baneful results of such serious overcrowding as is found here. Doubling-up in the cell houses intensifies the difficult problem of maintaining ventilation and health standards. Double-deck bunks are crowded into the semi-basement under the cell house which were designed for bath houses. The commissary department must necessarily take care of two or three times as many men as it was designed for and in every department of the prison the overcrowding is apparent and the bad results unavoidable.

In the General Statement on Federal Prisons overcrowding and idleness are discussed. The establishment of the authorized farm for drug addicts will be advantageous from every standpoint. A type of institution much less expensive in construction could be used for a large percentage of the prisoners. Of the 3,223 men received during the period ending June 30, 1928, 2,893 received sentences of less than five years and a large number of these the minimum sentence of a year and a day.

With overcrowding so serious a liberal parole policy might be adopted instead of the conservative one that has been followed for a number of years. Holding men in such overcrowded conditions after their minimum sentence has expired is of doubtful social utility. Full development of the recently established federal probation system should be brought about as rapidly as possible. By these methods the prison population might be reduced to the number that the prison can care for properly. Under conditions such as are found here an institution cannot possibly serve effectively in any other than the mere custodial capacity.

The most marked progress in recent years has been the development of industries. The main industry, the making of cotton duck



for mail bags, employs a substantial number of men and the wage paid them is of great assistance to many. While the prison is so overcrowded that all men can not be assigned to work, those who need to earn money are given the first chance, although assignment to the shops is also used as a means of discipline, in some cases. The shop is modern in construction and equipment. It is unfortunate that the institution is not permitted to make the mail bags as well as to manufacture the canvas.

The second industry being installed at the time the prison was visited was a shop in which canvas baskets for post office use are made. This is a good industry but will probably not employ a great number of men.

It is interesting to note that the federal prisons have the same difficulty in getting work to do for the federal government as state prisons have for the state governments. Instead of the various departments of the government cooperating so that the men in the prisons could be employed effectively and the earnings used to offset the cost of the institutions, as is done in a number of states, the prisoners are to a great degree supported in idleness at the cost of the federal taxpayers. (See General Statement on Federal Prisons for fuller discussion of industries). The need of additional industries is as great as the need for additional housing facilities in this institution, but the immediate prospect of getting either does not seem particularly bright.

The development a few years ago of a prison farm has been of great advantage to the commissary department and affords wholesome work for a small number of men.

The special investigations being carried on among drug addicts should give valuable information to those interested in treating this condition. The method of immediate and complete withdrawal, with treatment of symptoms as they arise, appears so far to have produced satisfactory results. Within a few days from the time treatment is begun the patients begin to put on weight and to manifest general physical improvement.

The method of treating tuberculosis is one of the best found in any institution where such treatment is confined to the prison. The continuous outdoor life, with the addition to the regular dietary of

two quarts of milk, four eggs and an orange daily, show favorable results.

The educational work here is at a disgracefully low level, considering the educational resources of the government. There is no organized vocational instruction and the "school of letters" has an attendance of about 150 out of a population of over 3000. Instruction covers the first three grades only. The superintendent is an underpaid guard with no teachers other than inmates. Only the mess hall is available for schoolroom use. The United States Bureau of Education should be asked to cooperate with prison officials in establishing an educational program worthy of our national ideals.\*

The library is large and well housed but the circulation is comparatively small. There should be a printed catalog for each inmate instead of the single typewritten catalog now available, and some government agency should continue the good work of organization done a year ago by the Carnegie Library of Atlanta. Reliance on gifts or war stocks of books is not sufficient for the library of so important an institution.

This comment on conditions, so far as it relates to overcrowding and idleness, is not to be interpreted as a criticism of the local officials. They did not create the conditions and are helpless to correct them. This institution cannot be inspected even casually without strengthening the conviction, created by visiting the other federal prisons, that the entire federal system needs reorganization.

The practice of placing spies in the federal prisons by means of fraudulent commitments, recently brought to public attention, is open to severe criticism as being unjust and unwise. Such a practice demoralizes the official staff and the use of fraudulent commitments decreases the respect of the prisoners for the law.

\* This has been undertaken at Leavenworth since this prison was visited, and the work will later be extended to Atlanta and McNeil Island.



## UNITED STATES INDUSTRIAL REFORMATORY\* CHILLICOTHE, OHIO

Visited March 12, 1928.

This federal institution was authorized in 1923 and received its first inmates in January, 1926. The prisoners are housed temporarily in reconstructed buildings of Camp Sherman, a training camp of the World War. This site was also used as a training camp during the War of 1812 and the Civil War.

The superintendent is Albert McDonald, appointed March 6, 1929. Previous to his appointment here he had many years' experience in Westchester County Penitentiary in New York.

Up to the time the prison was visited the highest number of inmates at the reformatory at one time had been 350. Most of the time the number had been smaller. As the building program develops they will need a considerably larger number to carry it on effectively.

The hospital is well equipped and aside from fire hazard is quite effective as a temporary building. All prisoners are examined and vaccinated on admission and necessary treatments given.

The library, an inheritance from Camp Sherman, is unusually large. Shipments of its books have been made to some of the other penitentiaries. A compulsory school for illiterates and a voluntary evening school are in charge of the chaplain. A few correspondence courses are taken.

Insane prisoners are sent to St. Elizabeth's Hospital in Washington.

The diet is generous and food is not rationed. The prison garden supplies many of the vegetables, and milk and butter are furnished by the prison dairy.

The buildings are quite satisfactory as temporary quarters but

\* As this institution is housed entirely in temporary buildings and work on the permanent institution is not yet begun, the report is given only in memorandum form.

the permanent institution should be built as rapidly as possible. Considering the old type of building, a very good standard of sanitation is maintained. The present institution has no walls, and except for the receiving building is not even fenced in. Under these conditions a somewhat higher rate of escapes than in most penal institutions has to be expected and should not create undue excitement or cause the institution to be unjustly criticized.

The general plan for the new construction is to enclose some 17 acres within a wall or fence, building principally one-story structures as unlike prison buildings in general plan and architecture as possible.

An appropriation of \$3,000,000 has been made for the permanent institution. Of this, \$100,000 has been made available for machinery for brick manufacture, so that all of the bricks for the new reformatory can be made by inmates.

Both the making of the brick and the erection of the buildings by inmate labor will not only make a material reduction in cost but will give the inmates for a number of years work that rates very high in vocational value. This would carry out the purpose of the institution, to give industrial training rather than to operate industries for production only. The successful completion of the institutional buildings at the Indiana State Reformatory at Pendleton, Indiana, shows that it is practicable to carry out the entire building program with inmate labor.

The institution was planned to take care of offenders under 30 years of age. This purpose could be better served if the Superintendent of the Federal Prisons were given a larger measure of authority in selecting the men for this institution. In this way it could be made a more effective part of a real classification program for the federal prisons.

For the present, if a representative of the reformatory could visit the federal prisons and select by personal interviews the men to be transferred it would undoubtedly work out more satisfactorily than by selecting from the prison population at Atlanta and Leavenworth with the record cards of the inmates as the only basis.

The building of a permanent staff as well as the construction of the buildings will be the outstanding task of this institution for



several years. As a whole it is a most promising development of the federal prison system.

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Since the institution was visited there has been a large increase in population. An appropriation of \$3,000,000 has been approved and plans for an institution with a capacity of 1000 men are being drafted. The first buildings have already been planned, the brickyard is to begin operating in August, 1929, and the building will start in the fall. The plans call for a receiving section, one inside cell house, two outside cell houses and eight dormitories, each housing unit to take about 100 men. There is also a hospital building, mess hall, warehouse, six shops, with provisions for six more, school building and building containing the auditorium. There are no walls. The cell houses resemble those at Westchester, New York.

Chillicothe is now receiving men from all over the country. When the population reaches 1000 it is planned not to expand this institution but to build another, probably in the West.

## UNITED STATES PENITENTIARY LEAVENWORTH, KANSAS

Visited May 18 & 19, 1928.

The Federal Prison was established at Leavenworth in 1863. Some of the original buildings are now used by the U. S. Army Disciplinary Barracks. The construction of the present prison was begun in 1900 and work has been continued intermittently since that date.

### I. GROUND AND PLANT

The completion of the dome over the administration building between the two main cell houses makes this prison one of the most impressive architectural groups in the penal institutions of the country.

**1. Housing**—There are four cell houses in which the cells are built on five tiers. Two cell houses contain 210 cells each and one contains 500 cells 11.6" x 5 and 8.6" high. The fourth cell house contains 110 cells, 16 x 24 and 8.6" high and 10 cells measuring 11.6" x 30 and 8.6" high. These cells are used for eight to ten men and the cells in the other blocks, planned originally for one man, are in most cases now used for two.

The cell houses are well lighted and, for the number of men planned, well ventilated. Washbowl and toilet of good grade are provided in each cell.

The cell floors are of concrete. Double-deck spring beds are provided with straw ticks, sheets and pillow cases. A few of the beds have cotton-filled mattresses. Considerable latitude is given the men in the furnishing of their cells.

One side of the basement under the cell houses is used for dormitories, two of them housing 100 men and the other two 60. There are five other temporary dormitories housing some 300 men.



**2. Farm**—In the two farms there are 1800 acres, devoted to dairy, raising of hogs, chickens and garden products. All the produce of the farm is used in the institution.

## II. ADMINISTRATION

**1. Control**—The federal prisons are under the supervision of the Superintendent of Federal Prisons appointed by the Attorney General of the United States. (See General Statement on Federal Prisons.)

**2. Warden**—T. B. White was appointed acting warden in November 1926 and warden in March 1927. He had been in federal service for 15 years as investigator in the Department of Justice, and was acting warden for a few months at Atlanta Penitentiary. He was formerly a member of the Texas Rangers.

**3. Deputy**—F. G. Zerbst, the deputy, was appointed September 1921. He has had 33 years' experience in the federal prisons at Atlanta and Leavenworth, including six and a half years as warden of Atlanta.

**4. Guards**—There are 115 guards, selected by the warden from Civil Service lists, and appointed by the Attorney General. The day guards work ten hours a day and the night guards, two shifts of 19 men each, work seven hours. The day guards have one day off every second or third week. All guards receive a 30-day vacation.

The guards' uniforms are made in the prison and sold to them at cost.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$4000, 2700 for subsistence, and quarters
Deputy .....	3200, 1800 " " " "
Chief clerk .....	3000 and 300 for quarters
Guards .....	1500 to 1560
Doctor .....	3200 and 1600 for subsistence
Dentist (part time) .....	1200
Pharmacist .....	1920
Oculist (part time) .....	1500
Supt. of shoe industry .....	6300
Shop foreman .....	1740

Farm superintendent .....	\$2000 and 400 for quarters
Storekeeper .....	1860
Cook .....	1740
Chaplain .....	1850
Parole officer .....	1920

The total number of employees on the payroll is 169.

The employees are eligible to retirement under the U. S. Civil Service Commission Retirement Act.

### III. PRISONERS

**1. Population**—On May 18, 1928, there were 3570 prisoners. Following is an analysis of the 3684 prisoners received during the year ending June 30, 1928.

#### Ages when received:

Under 20 years .....	174	40 to 49 years .....	581
20 to 29 " .....	1316	Over 50 years .....	262
30 to 39 " .....	1351		

#### Nativity:

Native born .....	3168	Foreign born .....	74
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The foreign born were from the following countries:

Austria .....	19	Italy .....	70
Canada .....	39	Mexico .....	170
China .....	19	Russia .....	31
Greece .....	22	Other foreign countries .....	146

#### Race:

White.....	2727	Negro.....	618	Other races.....	339
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#### Education:

Illiterate .....	289	High school .....	834
Grammar school .....	2270	College .....	291

#### Sentences: All are on Determinate Sentence.

Up to 5 years .....	2931	Between 31 and 40 years.....	11
Between 5 and 10 years.....	337	Over 40 years .....	7
“ 11 “ 20 “ .....	192	Life .....	78
“ 21 “ 30 “ .....	128		



2. **Classification**—With the present overcrowded condition of the prison no system of classification is possible except some segregation of drug addicts and sex perverts.

3. **Insane**—At the order of the Attorney General inmates adjudged insane by the doctor are transferred to St. Elizabeth's Hospital in Washington. The hospital however is so crowded at present that some men are held at the prison who should have been transferred.

#### IV. DISCIPLINE

1. **Rules and Regulations**—As a whole the rules are those generally accepted as necessary and proper in most penal institutions. There is no silence system. Magazines, books and newspapers may be secured from the publisher. Smoking is permitted in yard and cells. First grade prisoners are allowed to write three letters a week, second grade one letter, and third grade one letter a month. Inmates may receive visitors once a month. They are seated on opposite sides of a table. Ordinary visits are for one hour but more time is allowed visitors coming from a distance. The men are permitted to order weekly through the general clerk, a variety of food products, fruit, tobacco, candy and some articles of clothing.

2. **Punishments**—Reprimands or restriction of privileges are used for the lesser offenses and in more serious cases men are confined in the punishment cells on restricted diet, from one to ten days. The punishment cells are large, well ventilated and have washbowl and toilet.

#### V. HEALTH

1. **Hospital**—The present hospital facilities give a total of 160 beds. The tuberculosis ward, although a part of the hospital, is housed in a separate building. Additions under construction will provide 84 additional beds. The additions will also provide a psychiatric ward of 30 beds where mild mental cases will receive treatment.

The hospital is well equipped with modern facilities including a department of hydrotherapy, also an electric light cabinet and a large electric baking machine. There are two fully equipped operating

rooms for major surgery and X-ray equipment with fluoroscope. A well equipped laboratory provides facilities for all forms of laboratory work except Wassermann tests. All the food served to patients and helpers is prepared in the hospital kitchens, one of which serves the tuberculosis ward.

Equipment for the manufacture of pharmaceuticals has been installed in the basement of the hospital. Practically all the formulae used in this hospital are prepared in this department which has shown a saving of approximately \$6,000 a year on the purchase of drugs since its installation.

**2. Medical Staff**—A full-time physician is in charge of the hospital. He has a consulting staff of three specialists, a surgeon, an eye, ear, nose and throat physician and a psychiatrist, who visit the hospital at regular intervals. In addition seven inmate physicians devote all of their time to hospital work. A dentist spends five half-days weekly at the prison and 127 inmates are assigned to work in the hospital department.

**3. Medical Examination and Care**—All incoming prisoners are given a physical examination upon arrival and all are subjected to Wassermann tests. Cases found venereally infected are placed under treatment. Many of the defects found on examination are corrected by surgical measures during the time the inmate is confined. Several hundred such operations are performed each year.

Dental service is provided by a part-time civilian dentist and an inmate dentist who devotes full time to the work. The dental laboratory is in charge of two inmates, likewise two inmate physicians devote their time to eye work under the direction of a part-time consultant.

Cases of tuberculosis are housed in a separate building having its own kitchen, mess room and nursing service. Patients are kept in the sun as much as possible, and those bedfast have their beds wheeled out on the sun porch daily. They have a special dietary of four meals daily supplemented by additional rations of milk and eggs. Arrested cases are kept on special diet and assigned to light work in the yard in keeping with their condition.

There are a large number of drug addicts, treated by immediate



and complete withdrawal of the drug, and suitable symptomatic treatment.

**4. Psychological Work**—The visiting psychiatrist examines such cases as are referred to him by the prison physician. If mildly disturbed, they remain in the prison for treatment. Others are sent to St. Elizabeth's Hospital, Washington, D. C. There are no routine mental measurements or examinations.

**5. Commissary**—The mess hall is well lighted and ventilated. The men are seated at tables facing one way. Due to the overcrowding three sittings are necessary at each meal. The kitchen and bakery are well equipped but inadequate for so large a population. There is urgent need of replacing the old worn-out oven in the bakery with a new one adequate to the present needs of the institution.

Considering the overcrowding, a good standard of sanitation is maintained.

The diet seems well adapted to the inmates' needs considering that they are not called upon to do heavy work. Only men in good health and free from communicable disease are permitted to handle food.

**6. Baths**—Shower baths are located at one side of the basement under the cell houses, the opposite side of which is used for a dormitory. The regular bath schedule is two baths in summer and one in winter. Commissary men have three bath periods a week and men in the boiler room, broom factory and blacksmith shop also have more frequent periods.

**7. Recreation**—There is a large recreation yard but the space is inadequate for the present population. From June to September the men are in the yard from 5.15 to 7.00 P. M. daily, and Saturday, Sunday and holiday afternoons. Baseball games are played with outside teams and there is an inmate league. Handball, volleyball, basketball and tennis are played to some extent. A committee of inmates made up of a number from each shop draws up a schedule for the teams and the playing fields. The schedule for playing and the purchase of equipment are recommended by the committee and approved by the deputy.

**8. Entertainment**—Movies are shown weekly. Inmates stage shows once or twice a year. A considerable number of entertainments

from the outside are provided in the form of lectures, musical entertainments and a few shows. The men are permitted to own radios and there are many of them in the prison.

## VI. INDUSTRIES

**1. Workshops**—The new shoe shop is in all respects a model industrial building. The broom and brush shop is in a temporary building. The other shops, including tailor, print and the usual maintenance shops, are adequate but for the most part very overcrowded.

**2. Character**—Everything manufactured in the shops or raised on the farm is used in the prison or by some division of the federal government. Nothing may be sold on the open market.

**3. Employment**—On May 14, 1928, the industrial distribution of the 3576 inmates was as follows:

Outside		Inside (Cont.)	
Farms .....	108	Shoe factory .....	311
Construction .....	172	Broom factory .....	17
Garage and truck .....	21	Hospital patients .....	110
Miscellaneous .....	26	Idle and sick in quarters.....	96
		Unassigned .....	37
<b>Inside</b>		Under punishment .....	6
Brickyard .....	123	Maintenance (including maintenance shops, yard gangs, power plant, etc.) .....	1747
Carpenter and paint shop.....	126	Old and disabled .....	112
Construction .....	412		
Print shop .....	33		
Tailor shop .....	119		

The number used on maintenance details is of course larger than is actually needed but assignments are made in order to reduce as far as possible the number of entirely idle men in the institution.

**4. Vocational Training**—The construction work, farm, many of the maintenance shops, and the chief industry, the shoe shop, give considerable opportunity for vocational training.

**5. Compensation**—Only the men working in the brush and broom and the shoe shops receive any compensation. The basis of pay is a fixed bonus for each article made, which is divided pro rata into three rates of pay, according to three grades of skill, with a 25



per cent increase in each grade. As much as \$8, \$10, and \$12 a month can be earned by the different grades.

## VII. EDUCATION

1. **Library**—The prison has a fairly good library of 12,000 volumes acquired through the Red Cross, from government war stock and by requisition. There is no regular appropriation. The circulation is 15,000 volumes a month. There is a printed catalogue for each inmate. Publishers contribute 150 current magazines and a large number of newspapers.

2. **School**—The school, in charge of the chaplain, has an average enrolment of 700 men. It is on a voluntary basis. Work extends through the eighth grade and includes some high school branches. There are 50 inmate teachers, who are unpaid. The hours are from 5.25 to 6.35 P. M., five days a week from October to March.

About 25 men are taking correspondence courses and there are two special classes for foreign illiterates.

## VIII. RELIGION

1. **Chapel**—There is a very good chapel which is also used as an auditorium.

2. **Chaplain**—A full-time chaplain is employed.

3. **Services**—Protestant and Catholic services are held weekly.

4. **Other Agencies**—Representatives of the Volunteers of America, Salvation Army, Society for the Friendless, Unity School of Christianity and Christian Science hold services at the prison from time to time.

## IX. INMATE COMMUNITY ORGANIZATION

The inmate committee on recreation and athletics is a recognition of the principle of permitting inmates to share in the conduct of the inmate community life, though as conducted at Leavenworth it does not give a broad basis for the training of the general population in the duties of citizenship.

X. PAROLE

The parole board consists of the Superintendent of Federal Prisons, the warden of the institution and the prison physician.

During the year ending June 30, 1928, 226 men were paroled, 17 declared violators, and 14 returned for violation. Men are eligible for parole after serving one-third of the maximum sentence. Monthly reports must be signed by the parolee and approved by "first friend." Paroled men are under the personal supervision of "first friend" and parole officer.

XI. Cost

Gross cost for year ending 6/30/28....	\$977,279.46
Yearly per capita cost .....	290.33

This does not include \$87,468.33 expended for new construction. Profits from prison industries are handled in a separate revolving fund.

COMMENT

After 30 years of intermittent construction the main buildings of this institution are being completed. This plant, on the whole a good one, shows less of the effects, than most prison plants do, of having been constructed over a long period of years.

The outstanding characteristics of the institution today, as of the other federal prisons, are the grave conditions of overcrowding and idleness, which are discussed in the General Statement on Federal Prisons.

As at Atlanta, large numbers of men are quartered in basements under conditions that make satisfactory living conditions impossible. Persistent effort keeps sanitary conditions at as good a standard as is possible under the circumstances but many factors involved in such living conditions can not be overcome.

The most hopeful development in the institution is the shoe shop. It is modern in design, construction and equipment. In spite of the difficulty of training a continually shifting personnel of prisoners for the skilled work required in this shop, substantial progress has



been made and an excellent quality of product is being turned out. As in the case of many other prison industries the opposition to this began with the original proposal for its establishment and has continued down to the present date. But the industry has already demonstrated that even under present conditions it can be successful in producing large quantities of shoes of a good quality. It provides valuable vocational training for a considerable number of men. The development of a large farming project is a valuable factor in the institution's commissary and gives employment to some additional men. A broom industry has been installed which will employ a fair number of men, but it has little, if any, vocational value.

The commissary department, having to serve three sittings at each meal, has some equipment which is worn out, out of date and in danger of a complete breakdown. In the bakery especially there is urgent need of new equipment.

The overcrowded condition of this prison, together with the lack of suitable employment for large numbers of men, makes it necessary to place at least two men on every one-man job. The hospital is oversupplied with inmate help, but greatly undermanned in its civilian staff. With the increased facilities soon to be available, a larger amount of reparative and reconstructive surgery can be done, provided capable surgeons are available. The use of inmate physicians is naturally restricted, and with but one surgeon in addition to the prison physician to care for all the work of this type that requires to be done, it follows that only the most pressing cases can be cared for. A surgeon might well be employed on a full-time basis, as the operation of a hospital of more than 200 beds requires the undivided attention of one person. A full-time dentist should be employed so that better dental service than that now provided may be given.

\* The chaplain is to be commended for his effort to carry on educational work, apparently with little more than perfunctory backing from his superior officers. The program is in contrast with the virtual absence of educational work at Atlanta and McNeil Island. It

\* Since this prison was visited, a representative of the Bureau of Education has been engaged in reorganizing the educational work. All men lacking fifth grade education are required to attend school and a few trades are being taught. The work will later be extended to the other federal penitentiaries.

is not enough, however, that it be more extended in aim and scope than in those prisons. It is still exceedingly limited and is in no sense worthy of a federal institution which could draw on the advice and assistance of the United States Bureau of Education and formulate an educational program which would serve as a model for state institutions. The number of federal agencies which are able to contribute to a program of academic and vocational education is large, and other agencies, such as the Department of Agriculture and the Public Health Service, could make contributions in their respective fields. The government can, furthermore, enlist experts on a volunteer basis for advisory work such as the states can not secure.

There should be at Leavenworth and at the other federal penitentiaries a competent educational director with the specialized training necessary for the direction of a thorough and well-rounded program. Such a program should be formulated and supported with adequate appropriations. A resident staff for instruction and an advisory staff should be organized. The importance of education for a penal population is not open to question. The large amount of unemployment from which Leavenworth suffers creates an opportunity to establish educational activities which will not be handicapped by the insistent demands of high-pressure industries. It would be possible to turn what is at present a deplorable situation into a profitable one.

Unless the population of the institution is to be reduced, the yard space now available for recreation will undoubtedly have to be taken for buildings. If this happens, recreational grounds outside of the prison should be provided. Such grounds could be surrounded by a heavy wire fence, erected rapidly and at comparatively little cost. Outdoor exercise can partially offset the bad effects of overcrowding and idleness.

The officials of the institution appear to be making the best of a well-nigh hopeless task. They realize the serious results of conditions existing here and are doing what little can be done by local officials toward mitigating them. Until the twin evils, overcrowding and idleness, are overcome there is little hope of the institution being an asset to the nation in any fundamental sense.



## UNITED STATES PENITENTIARY

### McNEIL ISLAND, WASHINGTON

Visited July 11, 1928.

McNeil Island Penitentiary was established by an act of Congress in 1867. As the original records are not now at the prison the actual date of opening the prison is not certain. It appears that the institution was under the Department of the Interior for the first few years of its history.

#### I. GROUND AND PLANT

The Government owns about 489 acres on the island. The institution has not been constructed in accordance with a careful plan as was the case at Leavenworth and Atlanta, but the construction program of the last few years has resulted in a group of buildings modern for the most part, though the maintenance shops in the earlier buildings are old and inadequate.

1. **Housing**—There are four cell houses, one a part of the original prison, two of more recent construction, and one that will be completed late in 1928. In the original cell house there are 42 cells on three tiers, 9 x 6 and 7.9" high. In the second cell house constructed there are 66 cells on three tiers, 7.6" x 6.2" and 7.6" high. The two later cell houses have 40 rooms on five tiers, 16.6" x 18 and 9.6" high. The new cell house has 16 isolation cells 16.6" x 6 and 9.6" high. The corridor in front of the latter cells is covered by a heavy screen. In the small cells, in the two earlier cell houses, there are two men quartered and in the larger cells of more recent construction there are eight to ten men.

The toilets and lavatories are not up to the standard provided in the better prison plants erected in recent years.

In all but one cell house the double-deck beds have springs. All are equipped with cotton mattress, sheets, blankets and pillow cases.

The cells on larger units for eight or ten men are equipped with tables, chairs and boxes or lockers for personal effects. There are 41 trustees sleeping in dormitories in various parts of the prison.

Considering the overcrowding a good standard of sanitation is maintained.

As the institution is situated on an island no wall has been built around it, but there is a heavy wire fence enclosing about ten acres.

**2. Farm**—In addition to gardens around the prison there is a farm of 360 acres on the island. The land is being cleared rapidly and the cleared sections are already under intensive cultivation. Dairy, piggery, farm and garden produce are already being made available in large quantities for the prison commissary. None of the products of the farm may be sold.

## II. ADMINISTRATION

**1. Control**—The federal prisons are under the supervision of the Superintendent of Federal Prisons appointed by the Attorney General of the United States. (See General Statement on Federal Prisons.)

**2. Warden**—F. R. Archer was appointed warden in May 1922. In the Indian Service and as an engineer in the War Department, he has had about 39 years in federal service.

**3. Deputy**—Colsum Sauls was appointed deputy in October 1927. He had been in the guard force for over six years and for 13 years at Deer Lodge, the state prison of Montana.

**4. Guards**—There are 46 guards selected from Civil Service lists by the warden and appointed by the Attorney General. This is the only one of the federal institutions where the men work on a 12-hour shift. They have 2½ days off a month. Quarters and mess are furnished all guards.

**5. Salaries and Pensions**—The salaries paid are as follows :

Warden .....	\$6000	(including allowance) and quarters
Deputy .....	3800	(including allowance) and quarters
Chief clerk .....	3400	(including allowance) and quarters
Guards .....	1740	to 1860 (including allowance) and quarters



Doctor .....	\$2900
Consulting .....	1000
Dentist (part time) .....	700
Oculist (part time) .....	700
Farm manager .....	2000 and quarters
Chaplain .....	2800 (including allowance) and quarters
Parole officer .....	2300

The total number of employees on the payroll is 72.

The employees are eligible to retirement under the U. S. Civil Service Commission Retirement Act.

### III. PRISONERS

1. **Population**—On July 11 when the prison was visited there were 941 prisoners.

The following analysis is given for the 1406 prisoners received during the fiscal year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	38	40 to 50 years .....	256
20 to 30 " .....	490	50 to 60 " .....	161
30 to 40 " .....	414	60 and over .....	47

#### Nativity:

Native born .....	1068	Foreign born .....	338
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The foreign born were from the following countries:

Canada .....	31	Japan .....	27
China .....	83	Mexico .....	64
England .....	15	Philippine Islands .....	10
Italy .....	27	30 other foreign countries .....	81

#### Race:

White.....	1010	Negro.....	87	Other races.....	309
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#### Education:

Read and write .....	1284	Neither read nor write.....	114
Read or write little.....	8		

**Sentences:** All are on Determinate Sentence.

Up to 5 years .....	1297	Bet. 21 and 30 years .....	11
Bet. 5 and 10 .....	71	Life .....	7
" 11 and 20 .....	20		

2. **Classification**—As long as the institution is as overcrowded as it is at present no system of classification is possible, except some segregation of drug addicts and sex perverts.

3. **Insane**—On the recommendation of the doctor and on order of the Attorney General inmates adjudged insane are transferred to St. Elizabeth's Hospital in Washington.

#### IV. DISCIPLINE

1. **Rules and Regulations**—The rules are sensible and such as are generally accepted as practical for penal institutions. There is no general silence system though the men do not talk in the mess hall. One letter is permitted each week but permission may be secured for additional letters. Magazines, newspapers and books may be received direct from the publisher. Visits are limited to one in two weeks. Visitors are seated on opposite sides of the table. Twice monthly the men are permitted to make purchases of candy, fruit, tobacco, toilet articles and a limited list of clothing.

2. **Punishments**—For lesser offenses punishment is by loss of privileges from two weeks to 30 days and loss of "good time" from 30 to 60 days. "Good time" can be returned only by the Attorney General of the United States. For the more serious or repeated offenses there are four dark cells in the old cell house and the new one has an isolation section of 16 large, light and well-ventilated cells. The men are confined from three to six days on bread and water.

#### V. HEALTH

1. **Hospital**—The hospital is housed in a separate building with a present capacity of 42 beds. It is badly overcrowded, some of the patients being confined in double-deck beds in order to save floor space. A new addition is contemplated, however, that will increase the hospital facilities to meet the needs of the institution. A well-equipped operating room is available and while there is no X-ray equipment at this time, a complete outfit, including fluoroscope, will be installed in the near future. Many of the beds, particularly the



double-deck beds, are not adapted to hospital use. All food must be prepared in the regular kitchen and carried to the hospital.

**2. Medical Staff**—The physician is the only regular full-time civilian member of the hospital staff. A consulting surgeon and an eye, ear, nose, and throat specialist are called upon at irregular intervals. A civilian dentist devotes 1½ days weekly to prison work. An inmate dentist devotes full time to this work. An inmate pharmacist serves in this capacity and 12 other inmates are employed as nurses and orderlies.

**3. Medical Examination and Care**—On admission each prisoner is given a physical examination and Wassermann test is made. Semi-annually during his sentence blood pressure readings are taken and urinalyses made on each inmate. Before parole or release he is again examined. Defects found on entrance examination are corrected as far as possible before the inmate is released. Smallpox vaccination is given to all on admission. Attention is given to dental and eye conditions.

All cases of tuberculosis are hospitalized and provided with a special diet of eggs, milk, and meat in more generous portions than are given other inmates.

Drug addicts, of whom there are a large number, are treated by immediate and complete withdrawal of the drug and such symptomatic treatment as is indicated.

**4. Psychological Work**—There is no routine mental examination. Psychiatric consulting service is supplied by the staff of the Veterans' Bureau Hospital at Tacoma, Washington.

**5. Commissary**—The mess hall, also used as auditorium and chapel, is very well lighted and ventilated and satisfactory in every respect except that it is too small for the present population. The tables all face one way and have white enameled iron tops. The dishes are white crockery.

The kitchen equipment has been effectively rearranged but the storerooms and vegetable rooms, and ice chests located in the semi-basement, are entirely inadequate.

The bakery is also in a semi-basement at some distance from the rest of the commissary department. It is badly crowded, the equipment is old and apparently a dough-mixer has never been part of the equipment.

The dietary is varied and seems well suited to the type of work the inmates are doing. A farm supplies much of the fruit and vegetables used. Storehouse and refrigerating facilities, and also kitchen space are very much overcrowded. They were designed to care for a population of two or three hundred instead of the thousand inmates now in the prison. The prison has its own dairy herd. Only inmates in good health are permitted to work in the various food departments.

6. **Baths**—Showers are located below two of the cell houses and at one end of the old cell house. There is only one bath period for the regular population but men in the commissary and special kinds of labor have bath periods every other day.

7. **Recreation**—There is a daily period of recreation for men not working, and all of the men have the yard on Saturday afternoons and holidays. There is no yard period on Sunday. Baseball is about the only regular sport. The chaplain has general charge of the recreation. Aside from \$150 supplied by the Government, the funds must be secured from whatever sources are possible.

8. **Entertainment**—Movies are shown every week and on holidays. Occasionally speakers and shows come in from the outside.

There are loud speakers in all of the cell houses and the radio is in use for two hours three evenings a week.

VI. INDUSTRIES

1. **Workshops**—Two workshops for the maintenance industries are housed in old buildings but except where the men are crowded, working conditions are not bad.

2. **Character**—All of the work is done for the institution. Nothing, under any condition, may be sold.

3. **Employment**—On July 10, 1928, the 930 inmates were assigned as follows:

Construction .....	200	Farms (including land clearing	
Maintenance shops .....	101	crew) .....	166
Laundry .....	30	Other maintenance work .....	265
General work crew .....	84	Sick and disabled .....	47
Roustabouts .....	29	Locked in cells .....	8



4. **Vocational Training**—Some of the maintenance shops and the farm offer some opportunity for vocational training.

5. **Compensation**—There is none.

## VII. EDUCATION

1. **Library**—There is a library of 20,000 volumes, some of them obtained from war stocks through the personal solicitation of the chaplain. One publisher contributes several hundred books a year. There is a catalogue for each inmate. The circulation is 1000 books a week. The library room is badly overcrowded but is to move into new quarters soon.

2. **School**—No organized educational work is done and no program is contemplated until the completion of the new buildings. Text-books are issued to men who wish to study by themselves.

## VIII. RELIGION

1. **Chapel**—The mess hall is used for a chapel and auditorium. A permanent platform and stage is built at one end.

2. **Chaplain**—A full-time chaplain is employed.

3. **Services**—Regular chapel service is held each Sunday, and a Catholic service once a month.

## IX. INMATE COMMUNITY ORGANIZATION

The prisoners have no participation in the conduct of prison community life to give them a sense of responsibility for the duties of citizenship.

## X. PAROLE

The parole board is made up of the Superintendent of Federal Prisons, the warden and the physician. The majority of men are discharged at the end of their sentence. Reports are made to individuals by letter, to the warden in person, or to "first friend." During the year ending July 1, 1928, 49 men were paroled, five declared violators and four returned to prison.

## XI. Cost

Appropriation for year ending 7/1/28..	\$337,900.00
Unexpended balance .....	317.01
Gross cost .....	337,582.99
Yearly per capita cost .....	355.11
Amount expended for new construction (not included in appropriation) .....	105,397.38

## COMMENT

The most significant fact about this federal penitentiary is that, after years of virtual neglect, the government has at last begun to pay attention to it and to try to meet its problems. A marked improvement has been made in the plant and an attempt has been made to provide employment for at least a part of its 941 prisoners. With the population of all federal penitentiaries steadily increasing, this change of attitude after what was for a long period a *laissez faire* policy or no policy at all, comes almost fatally late. Instead of operating under a policy of steady construction and industrial development, the resident officials have been forced to stand still and to see overcrowding and idleness increase. This penitentiary, because of its location, has suffered even more from neglect than Atlanta or Leavenworth.

The location of this prison is not the best that could have been selected on the Pacific coast. It is probable that a site in California would have reduced transportation costs greatly and would have resulted in more official attention being paid to the prison. The new buildings now represent a large investment and are likely to make any attempt to change the location fruitless. This being so, the Department of Justice should do everything possible to make it a credit to the Government, rather than the disgrace it has been for so long. The fact that it is located on an island at least is a point of advantage, as there is no necessity for a wall and many activities can be carried on that are impracticable in a prison located where escape is more easy.

The improvements in the plant are notable. One new cell house



has been completed and is occupied; another is now being built. Inmate labor has been used in the construction and has proved, as elsewhere, satisfactory. Not only has the Government been saved much money by this policy but beneficial employment has been provided. When this cell house is completed there will be cells enough for all the inmates for the time being. There is still much to be done. The use of the old cell house, which is far from being up to the accepted modern standard, should be discontinued as soon as possible. The shops are also below the best institutional standard, although so little is being done in them that they may, unfortunately, be considered relatively unimportant. The new mess hall is very satisfactory, but the kitchen and especially the bakery are inadequate. The new hospital building is a vast improvement on the former facilities but, as noted below, its construction makes proper upkeep impossible. The warden's residence is below the quality of the average residence of a state prison warden.

The most serious problem is now the industrial one. All the men are assigned to something, but this does not mean that all are busy. There is much semi-idleness, in fact. Construction work now employs 200 men but this employment will soon end. Industries aiming at production are not possible under the present regulations. The institution is not allowed to sell anything or even to exchange its products for others. For example, beef is killed for the prison mess but the hides cannot be sold or exchanged. It is impossible to develop productive industries under these restrictions, and the distance of the prison from other federal institutions which might use its products is so great that manufacture for Government use will suffer from the handicap of heavy freight charges.

Some relief from unemployment is afforded by the fine project of reclaiming a large wooded area and turning it into productive farm land. This project is worthy of continued and hearty support. Great progress has already been made and many acres have been reclaimed. The work is furnishing employment of a beneficial sort for 120 men and the freedom in which they live and work is good preparation for release. The living conditions are in general decent, although the bunk-houses are a bit crude and there is great fire

hazard. Assignment to the farm is considered a privilege and reward of merit by the prisoners.

This project suggests the possibility of reforestation work. Much of the island once contained valuable timber and an arrangement might be made with private landowners whereby the inmates could be used in reforesting parts of it. The experience of the Rockview Prison in Pennsylvania suggests that such a program might be successfully carried out.

The library, which was originally established through the energy of the chaplain, who obtained the books by extensive personal solicitation, is large but represents rather a haphazard selection. It is kept up by the generosity of individuals and publishers, with an occasional consignment of books from World War libraries or other Government sources. There should be a regular appropriation, large enough to permit the development of a well-rounded library of educational and recreational value. An educational program, in charge of a qualified educational director and providing both academic and vocational education, should be instituted and adequately financed. The prison paper, a monthly with a large national circulation, is one of the best of its kind in the country. It has been published in the past with very meager printing equipment, which has recently been supplemented by the gift of a manufacturer and the transfer of some discarded Treasury Department equipment.

There is serious need for additional hospital facilities. These are contemplated, but work has not yet been begun.

The morale of the prisoners is apparently good, in spite of the handicaps from which the institution suffers through idleness and overcrowding. The program of recreation is sensibly generous and there are few useless and irritating restrictions on the inmates. There is an evident desire on the part of the officials to benefit the men in their charge and the official morale, as well as that of the inmates, has been improved by the new policy of the Department of Justice. The meeting of the American Prison Congress at Tacoma in 1927 did much to focus the attention of prison authorities throughout the country on the needs of the institution and unquestionably gave necessary backing to the attitude of the present officials in charge of federal penitentiaries.



## UNITED STATES MILITARY PRISONS

### GENERAL STATEMENT

The prisons of the army are the Disciplinary Barracks at Fort Leavenworth, Kansas, the Eastern Branch at Governor's Island, New York, and the Western Branch at Alcatraz Island, San Francisco. The branches are independent institutions, as the commandant of each is responsible to the Secretary of War.

The following quotation from the statutes creating the disciplinary barracks indicates the purpose of Congress in establishing the institutions.

"The Commandant shall have command of the Barracks and charge and custody of all offenders sent thereto for confinement and detention therein; shall govern such offenders and cause them to be employed at such labor and in such trades and to perform such duties as may be deemed best for their health and reformation and with a view to their honorable restoration to duty or their re-enlistment as hereinafter authorized; shall cause note to be made of the conduct of such offenders; and may shorten the daily time of labor of those who by their obedience, honesty, industry and general good conduct earn such favors. Military training shall be provided for those offenders whose record and conduct are such as to warrant the belief that upon completion thereof they may be worthy of an honorable restoration to duty or of being permitted to reenlist."

The Disciplinary Barracks and each of the branches have small companies of men in disciplinary battalions, the members of which are termed "probationers" and are given intensive training looking to their restoration to duty. However, a majority of the prisoners are discharged on the expiration of their sentence.

## PACIFIC BRANCH, UNITED STATES DISCIPLINARY BARRACKS, ALCATRAZ, CALIFORNIA

Visited May 31, 1928.

The Pacific Branch of the Disciplinary Barracks is located on Alcatraz Island in San Francisco Bay near the entrance to the Golden Gate. On this island, which contains about  $12\frac{1}{2}$  acres, a fort was built in 1856. Some years later it was turned into a federal prison and finally into a military prison.

### I. GROUND AND PLANT

The prison proper, erected in 1909, is situated on the highest part of the island. Quarters for the officers, barracks for enlisted men, and a number of shops are built around the edge of the island, one end of which has been leveled off for a parade ground.

**1. Housing**—The one cell house contains four cell blocks. The skylights, installed since the 1926 Handbook was printed, light the center corridor. Situated as the cell house is, ventilation is not at all a difficult problem. The 600 cells are  $9 \times 5$  and 7.6" high. Each cell is equipped with a toilet and lavatory of good quality, electric light, bed and shelf for personal effects. The entire front of the cells is grated. A very high standard of sanitation is maintained throughout the cell house.

**2. Farm**—The prison authorities have secured land on an island nearby owned by the Government, for the development of the prison garden. An adequate irrigation system is being developed. A garden now covers 28 acres and it is planned to double the acreage in another year. All of the products raised in the gardens or farm will be used in the prison.

### II. ADMINISTRATION

**1. Control**—The institution is under the general control of the Adjutant General and under the immediate control of the Com-



mandant of Barracks.\* The Commanding General, 9th Army Corps Area, also has supervisory jurisdiction.

**2. Warden**—The commanding officer, Colonel G. Maury Crallé, was appointed September 14, 1926. He is a graduate of West Point and has had 35 years' service in the army.

**3. Deputy**—The Adjutant, as the deputy warden is called here, is John C. Cook, appointed January 6, 1927.

**4. Guards**—There are 191 enlisted men on the guard force.

**5. Salaries and Pensions**—The regular pay allowance of the army, and conditions of retirement, obtain here as in all branches of the service.

### III. PRISONERS

**1. Population**—On May 31, 1928, the day the prison was visited, there were 384 prisoners. The following analysis is given of the 418 prisoners received during the year ending June 30, 1928.

#### Ages when received:

Under 20 years .....	116	30 to 39 years .....	41
20 to 24 " .....	174	40 to 49 " .....	6
25 to 29 " .....	81		

#### Nativity:

Native born .....	257	Foreign born .....	161
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The foreign born were from the following countries:

Ireland .....	40	France .....	16
Germany .....	30	Italy .....	12
England .....	12	7 other countries .....	51

#### Race:

White .....	417	Negro .....	1
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#### Education:

Illiterate .....	12	High school .....	100
Grammar school .....	312	College .....	6

**Sentences:** All are on Determinate Sentence.

Up to 5 years .....	367	Bet. 21 and 30 years .....	1
Bet. 5 and 10 years .....	40	" 31 and 40 " .....	1
" 11 and 20 " .....	8	Life .....	1

\* The commanding officer is assisted by a staff of 14 commissioned officers.

2. **Classification**—The men are divided into three grades, based on conduct in the institution. There is also a company of men receiving intensive training looking forward to their restoration. There is no scientific system of classification.

3. **Insane**—Inmates adjudged insane are transferred to Letterman General Hospital or St. Elizabeth's Hospital in Washington, D. C.

#### IV. DISCIPLINE

1. **Rules and Regulations**—A book of regulations and parole information is furnished each prisoner. The rules in general are similar to those used for any military institution. Members of the Disciplinary Battalion are under intensive military routine. The silence rule is in effect only in marching formations. Prisoners are permitted to pay officers a semi-military salute by touching the cap to the left breast. This salute is acknowledged in the regular manner.

First class prisoners may receive visitors once a week and may write two letters a month. Men may smoke in the cells and while working on farm or in designated places.

Second and third class prisoners may write two letters a month but may not receive visitors.

Visits are held under guard but without screens or other barriers separating prisoners and visitors. Approved newspapers are permitted.

2. **Punishments**—The usual punishments are loss of entertainment or other privileges; reduction in class, which entails loss of certain privileges; loss of "good time"; and solitary confinement on bread and water for a period not exceeding 14 days. The punishment cells are not dark or badly ventilated. All discipline cases are handled by the executive officer. For serious or persistent offenses prisoners may be tried by court-martial.

#### V. HEALTH

1. **Hospital**—Owing to the complete equipment and staff of Letterman General Hospital, San Francisco, which is the base hospital for the army in this district, and which is but two miles distant



across the bay, the hospital at the barracks contains a minimum of equipment and personnel. It has a capacity of 35 beds: one ward of 33 beds, and two rooms of one bed each. It is equipped to care for ordinary illness and for minor surgical cases. In emergency, major surgery can be done here.

There is a portable X-ray with fluoroscope, an operating room, and a diet kitchen. Quarters are clean and the wards are supplied with beds, bedside tables, and needed chairs. Toilet and bathing facilities are adequate.

**2. Medical Staff**—The hospital staff consists of a major of the medical corps in charge, with a captain who is also a psychiatrist as assistant. Dental service is supplied from the staff of Fort McDowell. In addition 16 enlisted men serve as nurses and orderlies. One prisoner is employed in the kitchen.

**3. Medical Examination and Care**—Each prisoner is given a physical examination on admission and again before release. Wassermann tests are made routinely on all new men, and venereally infected cases are placed under treatment. All known cases of tuberculosis are transferred to Fitzsimmons Hospital, Denver, Colorado. As far as possible all defects found on entrance examination are corrected during the time the inmates spend in prison.

In addition to an examination of new prisoners a dental survey is made annually of all inmates, by members of the Army Dental Corps. The medical officer in charge of the hospital refracts the eyes of inmates.

**4. Psychological Work**—The intelligence of each inmate is tested by the Binet-Simon and Army tests. In addition a complete psychiatric examination is made and the social history of each inmate is carefully investigated. Analyses of the information thus obtained determine the inmate's assignments while serving his sentence.

**5. Commissary**—The mess hall is large and has good light and ventilation. The men are seated on each side of the table. Heavy aluminum dishes are used. The kitchen and storerooms are well arranged and equipped and adequate in every way for their purpose. An unusually high standard of cleanliness is maintained throughout the department.

As the regular army ration is used for the inmates, the diet is

abundant and well balanced. Food is not rationed and within reason an inmate may have all he wants. Only men free from contagious and infectious diseases are permitted to handle food. Water comes by boat from San Francisco and is chlorinated before using. Sewage is dumped raw into the waters of San Francisco Bay which surround Alcatraz Island.

**6. Baths**—The high standard of personal cleanliness of the army is maintained. There are 48 showers in the excellent bathroom under the cell house. Two baths weekly are required and daily baths are permitted those whose work is dirty.

**7. Recreation**—The space available for recreation is small but a good variety of sports are used, including baseball, volleyball, basketball and boxing. Boxing exhibitions provide income for all sports. The recreation hours for practically all the year are from 1.00 to 3.30 on Saturdays and from 1.00 to 4.00 P.M. on Sundays and holidays.

**8. Entertainment**—Moving pictures are shown twice a week to prisoners and enlisted men. There is a band and orchestra and entertainments are brought in bi-weekly from the outside.

VI. INDUSTRIES

**1. Workshops**—The workshops are located in buildings along the edge of the island. While the buildings are not of modern type they are not overcrowded and afford good working conditions.

**2. Character**—The laundry, which does work for the Army Transport Service, all Bay District Army activities and the post, is the major industry. A small furniture factory, shops for tailoring, shoe repairing and dry cleaning are conducted, as well as the usual maintenance shops. All of the work is done either for the institution or some branch of the service.

**3. Employment**—On May 31, 1928, the 384 inmates were employed as follows:

Laundry .....	59	Laborers at Army Post .....	89
Farms .....	20	Maintenance detail, small shops, etc.	204
Model shop (furniture) .....	12		



4. **Vocational Training**—The furniture shop especially, and some of the small shops, give opportunity for considerable vocational training.

5. **Compensation**—The men working in the model shop and the officers' quarters are paid \$2.00 a month. All the money earned is held until their discharge. Efforts are being made to secure a method of compensation for all men.

## VII. EDUCATION

1. **Library**—There is a fair library of 11,000 books with a weekly circulation of 500. There is no appropriation, books being obtained by gift. A large number of current magazines is obtained through the Y.M.C.A.

2. **School**—There is a compulsory school for illiterates, teaching the three R's to seven men. The teacher is a private. A small schoolroom with standard equipment and the chapel are used for special classes. The school for illiterates meets  $2\frac{3}{4}$  hours, five afternoons a week. All educational work is in charge of the chaplain.

About 20 men are taking University of California extension courses and a few are taking K. of C. courses. A class in gas and automobile engineering, enrolling 65 men, is conducted one evening a week by a civilian. The Probationary Battalion is an intensive school for the few men who are to be restored to service. A 15-lesson course in character formation is taught by an officer one night a week. Men enroll voluntarily for this course toward the end of their term.

## VIII. RELIGION

1. **Chapel**—The chapel, used also as a general assembly room, has a capacity of about 400. It is situated over the prison offices and is fairly well lighted and ventilated.

2. **Chaplain**—A regular army chaplain is assigned to the prison.

3. **Services**—Non-denominational services are held every Sunday and Catholic services every other Sunday.

4. **Other Agencies**—The Salvation Army conducts services every Wednesday evening, and Jewish services are held occasionally.

IX. INMATE COMMUNITY ORGANIZATION

The duties of loyal citizenship are stressed in many ways but there is no inmate community organization to train the men for the responsibilities of citizenship when released.

X. PAROLE

A commissioned officer is in charge of paroles but most of the men are discharged outright.

XI. COST

Gross cost for the year ending 6/30/28..	\$409,819.24
Earnings .....	160,847.64
Net cost .....	248,972.10
Gross per capita cost .....	978.09
Net per capita cost .....	545.99

The above includes \$22,901.43 for new construction.  
Earnings are returned to the federal government.

COMMENT

This institution has the usual good points of army prisons: an excellent plant maintained at the very high army standard and a large and well-trained staff of officers. Under the present commanding officer, as under his predecessor, the administration is humane and forward-looking, which is not always true of service prisons.

The location of the prison is unique. Its situation on a precipitous island in San Francisco Bay has obvious advantages in the opportunity it gives for allowing the prisoners to carry on many activities with greater freedom from restriction than in less isolated prisons. The smallness of the island, however, imposes other restrictions and it is impossible to do many things here which are a conspicuous and noteworthy part of the program at Fort Leavenworth, for



example. The lack of room for farm work has been met recently by securing the use of land for farm purposes on another island in the bay, in spite of the difficulties involved in transporting the men back and forth. Limiting the facilities for outdoor recreation, which has recognized value in its effect on mental and physical health, to a small walled enclosure seems unnecessary. The large parade ground at one end of the island could well be used more for this purpose, as the parade ground at the Portsmouth Naval Prison is used.

The space for shops is cramped and several of them are in buildings not designed for such use and poorly adapted to it. New shop buildings are to be constructed in 1929. The laundry and several good shops near it are not open to this criticism. The former does work for a government hospital on the mainland and is a profitable industry, at the same time supplying vocational training to the men employed in it.

As at the other army prisons the work of the institution is organized to give vocational training so far as is possible under the circumstances. The furniture shop here, as at Fort Leavenworth, is a notable feature, although it has not been developed as extensively as at the latter institution.

The main building supplies excellent living conditions for all the inmates without overcrowding. The addition of skylights over the parallel cell blocks has removed the structural defect noted in the last Handbook and the inner blocks are now adequately lighted. The location of the prison on a windswept island ensures good natural ventilation. The sanitary standard at which the whole plant is maintained is of the highest order. The removal of wood and the substitution of steel wherever possible has reduced the danger of vermin to a minimum.

The medical service has an adequate personnel and equipment. The policy of taking the most serious cases to the Letterman General Hospital on the mainland avoids duplication in equipment and effort. The work of the psychiatrist here is coordinated with the work of the other departments to a degree not true in many institutions.

The educational work is meager and the rooms used for the academic schooling are small. The chapel too falls below the standard of the rest of the institution in adequacy and usefulness. It could,

however, be used for a further development of the program of education. The nearness of the University of California and the effective use made of its facilities by San Quentin suggest the possibility that Alcatraz could also develop an effective educational program. The facilities of San Francisco could also be drawn on, especially in the organization of trade classes. An automotive class is taught one day per week by a San Francisco engineer.

The small group of men who are being prepared for restoration to the service are, as in the other army prisons, going through a course of intensive military schooling.

The discussion of the type of discipline in vogue in army prisons, found in the first paragraph of the Comment on Fort Leavenworth, is equally pertinent here, as the institutions are basically the same. There is evident here a marked decrease in the arbitrariness of discipline and an increasing recognition of the individuality of the inmate. Such small things as the granting of permission to the inmates to vote on a matter involving their recreation are indicative of this attitude. The modified salute which the inmates are permitted to give the officers is calculated to promote their self-respect. In general, the administration appears to be directing its efforts toward the rehabilitation of the inmates and to be keeping in its proper place, as a secondary matter, the possible deterrent effect on the personnel of the army of a purely punitive institution.



## UNITED STATES DISCIPLINARY BARRACKS FORT LEAVENWORTH, KANSAS

Visited May 17, 1928.

This institution was first established as the U. S. Military Prison at Fort Leavenworth in 1875. It has been discontinued and re-established twice since then and when re-established in 1915 was called U. S. Disciplinary Barracks.\*

### I. GROUND AND PLANT

The administrative office is now housed in part of the original building erected in 1863. Some of the other old buildings are now used for shops. The prison building proper consists of six wings or cell houses radiating from a rotunda. Joined to this rotunda is the commissary department, on the first floor, with the chapel above.

There are 11½ acres in the walled enclosure and a recreation yard enclosed by a wire fence.

1. **Housing**—There are in the six cell houses about 1500 cells arranged on five tiers. Each of the cells is 9 x 4.6" and 7 feet high and equipped with a good quality of washbowl and toilet. The beds are spring cots with mattress, mattress cover, sheets, pillow case and blankets. Pajamas are also supplied. The cell houses are well lighted and ventilated and a high standard of sanitation is maintained.

2. **Farm**—The farm of 1750 acres provides a modern dairy, barns, piggery and a very large poultry plant, greenhouse and large gardens. As a whole the farm is highly diversified and well developed along all lines.

### II. ADMINISTRATION

1. **Control**—The Adjutant General of the United States Army has general control of the Disciplinary Barracks under the Secretary of War.

\* In August, 1929, Fort Leavenworth was made a branch of the U. S. Penitentiary at Leavenworth.

**2. Warden**—The commandant is Colonel William M. Morrow, appointed in November 1922. He had previously been commandant at Alcatraz, San Francisco, and has been in the service of the U. S. Army some 36 years.

**3. Deputy**—The executive officer is Lieutenant Colonel K. T. Smith. He is now serving his second appointment at this institution.

**4. Guards**—The enlisted personnel of this institution is 326. The number actually on duty is usually somewhat under this number. This force is housed in barracks adjoining the prison.

**5. Salaries and Pensions**—Pay allowance and retirement conditions of the regular army obtain here as in other branches of the service.

### III. PRISONERS

**1. Population**—There were on May 17, 1928, 1084 prisoners, of whom 30 were casual prisoners, as this institution also serves as a guard house for the post. The following analysis is given of the 707 prisoners received during the fiscal year ending June 30, 1928.

#### Ages when received:

Under 20 years .....	155	30 to 39 years .....	39
20 to 24 " .....	416	40 to 49 " .....	6
25 to 29 " .....	91		

#### Nativity:

Native born .....	687	Foreign born .....	20
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The foreign born were from 12 countries.

#### Race:

White.....	677	Negro.....	27	Other races.....	3
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#### Education:

Illiterate .....	8	High school.....	146
Grammar school .....	546	College .....	7

#### Sentences: All sentences are Determinate.

Up to 5 years.....	688
Bet. 5 and 10 years.....	18
" 11 and 20 " .....	1

**2. Classification**—Certain groups are segregated from the rest of the population. There is perhaps less need of a highly developed



classification system in this institution than in most civil prisons. There is, however, a division of the inmates into three classes, indicated by insignia and having considerable difference in privileges.

**3. Insane**—The insane cases are kept in the barracks hospital if they are considered hopeful for a cure; otherwise they are sent to St. Elizabeth's Hospital at Washington, D. C.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The book of regulations for the barracks is a book of some 125 pages completely indexed and gives not only the regulations for inmates but for the organization and administrative duties of the staff and the enlisted personnel. The book gives detailed and minute rules not only as to conduct but prescribes rules for all times and places.

**2. Punishments**—Reduction in grade is generally used as a method of discipline. The reduction carries with it a decrease in "good time" and a diminution of privileges. For more serious offenses men are confined in semi-dark cells, sometimes on restricted diet.

#### V. HEALTH

**1. Hospital**—The present hospital of 120 beds occupies a separate building and, while of sufficient capacity to meet the needs of the inmates, is old and not well adapted to the uses of modern hospital equipment. A new hospital is under construction which will be better adapted to present needs.

The present hospital is maintained in excellent sanitary condition. It is equipped with a bedside unit X-ray, an operating room fitted for major surgery, a kitchen serving all meals, and plenty of porch space for open-air treatment of convalescents. Other needed equipment and professional service are available at the post hospital nearby.

**2. Medical Staff**—The staff consists of a medical officer with the rank of major, in charge, and two assistants with the rank of captain, one of whom is a psychiatrist. Three regular army nurses and 22 enlisted men with 40 inmate helpers complete the personnel.

A dentist and oculist from the post hospital render necessary service to the inmates in their respective lines.

**3. Medical Examination and Care**—The physical condition of each prisoner is determined upon his admission to the barracks and again upon his release. In addition Wassermann tests are made and smallpox and typhoid vaccination given to all men not so vaccinated within three years. Antivenereal treatment is rendered those in need of it. Tuberculosis cases are transferred to the Fitzsimmons General Hospital, Denver, Colorado. Defects found at the time of admission are corrected as far as possible while the inmate is serving his sentence.

**4. Psychological Work**—The mental condition of each inmate is inquired into when he is committed to the barracks. His mental age is determined and a psychiatric examination is also made. Groupings according to mental age and capacity are formed and the men's daily activities ordered accordingly. As each inmate's health history is known from the time he entered the army, the psychiatric examinations complete the mental and physical picture.

**5. Commissary**—The mess hall is well lighted and ventilated. The men sit at tables all facing one way. The kitchen is complete in equipment and well arranged. The storerooms and ice chests are adequate. The commissary department as a whole is a model of institutional equipment and upkeep.

As the barrack ration is the regular army ration the inmates' diet is ample. All able-bodied inmates are kept busy at farm and similar work so that a generous diet is not out of place. Food is not rationed. Only men free from any form of communicable disease are permitted to work in the kitchens or mess hall.

**6. Baths**—The bath house, located in a semi-basement, has an ample supply of showers and the regular bath schedule is two a week; commissary men and other details have more frequent periods.

**7. Recreation**—By enclosing a few acres outside the walls by a wire fence, ample space has been provided for sports of all kinds. The program includes baseball, handball, basketball, football and boxing. The schedule gives two hours in the yard two evenings a week and from 12.30 to 4.00 on Sundays and holidays. The auditorium is used for recreation in winter.



**8. Entertainment**—Moving pictures are shown twice weekly and occasionally entertainments are brought in from the outside. The inmates stage shows on some holidays.

## VI. INDUSTRIES

**1. Workshops**—The workshops for the most part are housed in old buildings but they provide on the whole good working conditions.

**2. Character**—All industries are for the use of the institution or the federal government, or those in its employ. Nothing from the industries or the farm may be sold on the open market.

**3. Employment**—The industrial distribution of the 1114 men on April 24, 1928 was as follows:

Maintenance and machine shops..	97	Corrals .....	49
Construction .....	71	Inside detail—Executive .....	136
Quarries, bridge, etc. ....	100	Inside detail—Headquarters .....	119
Furniture factory .....	39	Post detail .....	233
Farms, greenhouses, etc. ....	95	Unemployed .....	76
Industries .....	99		

**4. Vocational Training**—The furniture shop, and many of the maintenance shops, some of the farm details and the new construction, give considerable opportunity for vocational training.

**5. Compensation**—There is none.

## VII. EDUCATION

**1. Library**—There is a fair library of 12,000 volumes obtained from war stock, 3,500 books being on the shelves. The Corps Area supplies a few new books. The circulation is 500 a week. Current magazines numbering 160 copies are donated.

**2. School**—An elementary school enrolls 48 men who lack a fourth grade education. It meets from 5.45 to 6.30 P. M. four days a week. A program of self-study courses has an enrolment of 23 men. Printed assignments are distributed and text-books are issued. This work extends from the sixth grade through high school. A captain has charge of all educational and recreational activities.

An adequate schoolroom is located in the main prison building.

The purpose of the Disciplinary Battalion of 31 men is an intensive military course for men who are to be restored to the service. All prisoners during the first month attend a compulsory course in civics. Much of the work of the institution, especially on the farm, is organized to give definite vocational training.

### VIII. RELIGION

1. **Chapel**—A large room above the mess hall is used for chapel as well as for auditorium and gymnasium.

2. **Chaplain**—An army chaplain is assigned to the prison.

3. **Services**—Services are held every Sunday. Attendance is compulsory, either at the prison service or at the Catholic service. For the latter the prisoners are sent to the Catholic chapel in the post.

### IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization for any purpose.

### X. PAROLE

Men are eligible for parole upon completion of one-third of the sentence or not less than nine months. During the year ending June 30, 1928, 38 men were discharged, ten paroled, five declared violators and four returned for violation.

Men are paroled to state parole officers and to individuals. Their reports, made by letter, are vouched for by "first friend."

The parole board bases its decisions on the psychiatric and sociology register, on information furnished by relatives, friends, former employers, civil and military authorities, and on records at the institution. The parole officer personally advises the inmate of the decision of the board.

### XI. Cost

(Data not available.)



## COMMENT

This being an army prison, it is not to be judged by the usual prison standards in the matter of discipline. The prisoners are under an intensive army discipline and there is more regimentation and routine restriction than in most civil prisons. There is, however, under the present commanding officer, as there was at the Pacific Branch prison under his administration, a humanitarian approach to the problem which does much to counteract the woodenness which tends to result when military discipline is applied to men in confinement. As was pointed out in the last Handbook, the men confined here are used to military routine, and the situation is not comparable to that which would exist if a military system were established in a civil prison. The question arises in the mind of the civilian observer, however, whether or not this routine supplies the best preparation for life after release, even for ex-army men, since only a small percentage of them are restored to the service on discharge from the Disciplinary Barracks. That preparation for free life is the function of the service prison no less than of the civil prison cannot be denied, and the officers of this institution consider it their primary function. Most of the agencies which are believed to be effective in reforming men are employed here, although some methods which are not consistent with the major part of the program are used. Most state prisons, handling men convicted of crimes rather than military offenses, would not consider it necessary to put so heavy a guard over working details employed, as men are here, about the post. The quarry detail on the farm is probably the most heavily guarded working detail to be found in American prisons. The use of cages in punishment cells has been abandoned in all but a few civil prisons. These things are in marked contrast to the general methods employed here, which appear to be in the main intelligent and progressive.

The condition of the older parts of the plant has been much improved since the last Handbook. They are difficult to keep up, but the exceedingly high standard of sanitation and upkeep which characterizes service prisons is maintained, and considerable renovating has been done. The radial cell house with its six wings furnishes

excellent living conditions for all the prisoners. The farm and dairy buildings, poultry plant, and greenhouses are maintained at the same high level as the rest of the buildings.

The completion of the new hospital building will provide excellent facilities for the medical department. The equipment, the personnel and the spirit of the department indicate a medical service of a high order.

A yard outside the walls but surrounded by a wire fence provides ample space for recreation. In the winter the floor of the auditorium is used for basketball. The place of recreation as a means of reducing nervous tension and lessening the number of disciplinary cases, and as a general health measure, is clearly recognized in this institution.

Although there is not enough work to keep all the men fully employed, much ingenuity is shown in finding worthwhile employment for them. Several of the working details, notably the men in the furniture shop and in the various departments of the farm, dairy, and poultry plant, receive valuable vocational training. Wherever possible the work is organized to give such training although much of it by its nature supplies very little. In the furniture shop, which is small and is operated for training rather than production, an unusually high grade of work is done. The barracks occupied by the enlisted personnel were built with inmate labor under a previous administration. They are worthy of special note as evidence of the type of construction work that is possible with inmate labor under good direction.

The farm is unusually extensive and the poultry plant is one of the largest to be found in the prisons of the country. The work is done almost entirely by trusties, who are receiving training in self-control in addition to vocational training.

The psychiatric work is still, as it was when the last Handbook was published, coordinated to an exceptional degree with the other activities of the institution, especially with the difficult problem of discipline.

The educational work is not extensive, but it is under more competent direction than in most state prisons. The self-study program is well worked out and, if an inmate has interest and initiative,



he can benefit by the outlined courses, study assignments, and textual material supplied him. The value of the compulsory course in character training is questionable. It depends entirely on the officers conducting the course, and there is nothing more difficult to teach than the abstract principles of ethics. These principles are probably better learned by actual participation in activities that build and test character. There are few such activities, unfortunately, in the routine of the average prison. The most effective part of the educational program is the vocational training, discussed above. Much of this training is in the actual work of the institution, the most effective method of all.

The small disciplinary battalion, composed of men who are to be restored to the service at the end of their sentences, goes through a system of intensive military schooling. Their routine differs from that of the other inmates and they in some ways approach the status of men in training camp.

Fort Leavenworth is the largest of the army disciplinary barracks and because of its location it is able to do some things that are denied Governor's Island and Alcatraz Island. Of its physical excellence there can be no question; in its program it appears to be guided in many respects by forward-looking principles.

## ATLANTIC BRANCH, UNITED STATES DISCIPLINARY BARRACKS, GOVERNOR'S ISLAND, N. Y.

Visited April 16, 1928.

The prison occupies what is known as Castle Williams, on Governor's Island, an army reservation in New York Harbor. It was built in 1811 and was first used as a prison during the Civil War. It has been used continuously as an army prison since 1913 and was given its present designation as the Atlantic Branch of the United States Disciplinary Barracks in 1922.

### I. GROUND AND PLANT

Castle Williams is a circular stone fortress, three stories high, surrounding a central court. The reservation set apart for the disciplinary barracks comprises about four acres. No other buildings on the reservation are now specifically assigned to the prison. A workshop formerly used for vocational training was destroyed by fire in January, 1927.

1. **Housing**—There are no cell blocks of the kind found in most prisons. Large rooms originally designed for casemates are on the upper floors of the fort. These measure 20 x 30 feet and each quarters 25 men. The ventilation is probably better than in the average cell block; each room has an outside window and one or two openings on the court. They have running water, washbowl and toilet. Double-deck beds are used. With the installation of electric lights and plumbing the rooms have been made livable, and they are kept as clean as their construction permits.

2. **Farm**—There is no farm.

### II. ADMINISTRATION

1. **Control**—The Adjutant General of the Army has general control of the prison.



2. **Warden**—The commandant is Colonel H. E. Yates. He was assigned to command here in June, 1924. Colonel Yates has been in the U. S. army service for 31 years.

3. **Deputy**—The assistant commandant is Lieut. Col. Ellery Farmer, a graduate of West Point in 1903. Capt. C. A. Pierce is the executive officer, and Capt. E. W. King the adjutant.

4. **Guards**—The regular contingent of enlisted men assigned to duty is 80. Guards for outside labor gangs are furnished from the regular garrison at Fort Jay.

5. **Salaries and Pensions**—The salaries for officers, pay for enlisted men and retirement conditions are the same here as in other departments of the service.

### III. PRISONERS

1. **Population**—On April 16, 1928, the day the prison was visited, there were 582 prisoners.

**Ages when received:** The ages in this prison naturally average considerably lower than in the state prisons. Admissions under 18 result from fraudulent enlistment and the policy is to discharge these prisoners as soon as the fact that they are under age is verified. The ages for the 932 prisoners received during the fiscal year ending June 30, 1927, are as follows:

Under 17 years .....	1	31 to 40 years .....	72
17 to 20 " .....	198	Over 40 " .....	6
21 to 30 " .....	655		

**Sentences**—Most of the men serve less than one year. Of the 932 received during the past year 788 had been convicted of purely military offenses, 44 of both military offenses and crimes, and 100 of crimes alone.

2. **Classification**—Men who start in the first conduct grade and for disciplinary purposes may be reduced to second or third grade. In addition to these grades there is a disciplinary company to which men may be admitted by formal application and on approval of the officials. These men, ordinarily numbering about 15, are under special military training and wear the service uniform.

They may be restored to duty if they make good in this company. During the year ending June 30, 1927, 31 men were restored to duty. Men sentenced for, or who commit or attempt acts of sex perversion while prisoners, are kept in an isolation section.

3. **Insane**—On recommendation of the physician, insane prisoners are transferred to St. Elizabeth's Hospital in Washington, D. C.

#### IV. DISCIPLINE

1. **Rules and Regulations**—A revised and simplified set of rules has been prepared and a copy of the rule book is supplied to each prisoner. The rules are military in character, with additions applicable to a prison. Silence is enforced only in formations. Smoking is allowed only in the court. One letter a week may be written at Government expense and another at the prisoner's expense; special permission may be granted for others. Books, magazines and newspapers may be received. Two visits are permitted, for one hour, on Sundays or holidays. Prisoners and their visitors face each other across tables with partitions below. Occasional purchases outside are allowed on request and inmates may purchase 50 cents worth of tobacco, toilet articles, etc., each week from the quartermaster. Third grade men have no privileges; second grade men have no entertainment privileges but are permitted to write letters and to have visitors. The discipline is military in character. Men in the working parties are given a perfunctory search when they return to the prison.

2. **Punishments**—The usual punishments are reduction in grade, with corresponding loss of privileges, loss of "good time" (usually not given back, but never taken away in advance), loss of meals, confinement in the punishment cells on bread and water for a maximum of 14 days (not to exceed 84 days a year and with 14 days' interval between punishments of this sort), and isolation for perverts and persistent trouble-makers. The punishment cells are in a special compartment. The ventilation there is as good as in any of the compartments and the cells are not dark.

#### V. HEALTH

1. **Hospital**—Hospital facilities consist of but two rooms with a bed capacity of 15. They are used only for convalescent and minor



cases. Serious cases, either medical or surgical, are transferred to the post hospital nearby or to Fort Totten hospital some 20 miles distant.

The location of the barracks directly on the waters of New York Bay insures plenty of fresh air and good ventilation. Equipment consists only of beds and chairs. The rooms are clean and in good order. Meals are served from the general kitchen nearby.

**2. Medical Staff**—The medical work is in charge of an army physician with the rank of major. In addition to making physical examinations of incoming prisoners and those up for discharge, and looking after the daily sick call, he makes a psychiatric examination of all new inmates. Two enlisted men and two prisoners assist him. The regular post hospital staff and the staff of other army hospitals in the vicinity care for the cases of major medical and surgical importance.

**3. Medical Examination and Care**—On admission to the barracks and again upon release a physical examination is made of each prisoner. As many of these men have but recently left the army and as they are still technically members of it, a complete health record of each man is available in his service record and it is only to check up on possible infectious and contagious conditions which may have been acquired recently that the physical examination is made.

Wassermann tests are made on all new inmates and those found positive are placed on antisyphilitic treatment. Other forms of venereal disease are treated as symptoms warrant. Cases of active tuberculosis are transferred to Fitzsimmons General Hospital, Denver, Colo. as soon as diagnosed. Needed services of dentists and oculists are supplied from the personnel of other army hospitals in the vicinity.

**4. Psychological Work**—Psychiatric examination is made of all incoming prisoners.

**5. Commissary**—Three casemates on the ground floor are used as the mess hall. They are poorly adapted to the purpose and the space is not large enough; three sittings are necessary at each meal. The rooms are kept clean, however, and the painted wooden mess tables are in good condition. The men sit on both sides of the tables.

Regulation army dishes and utensils are used. One adjoining case-mate is used as a storeroom, one for the kitchen and half of another for the bakery. Everything is crowded, but the equipment is satisfactory and the sanitary standard is high. Exhaust fans are to be installed in the bakery and kitchen and will improve the ventilation greatly.

The diet is the regular army ration and, although rather heavy for men doing the type of work in which these inmates are engaged, it is well balanced. Food is not rationed. Only men free from communicable disease are assigned to kitchen work.

**6. Baths**—There are 13 showers in one of the compartments on the lower tier. Two baths and changes of clothes a week are required and more frequent bathing is permitted.

**7. Recreation**—There is a yard space just outside the prison where indoor baseball is permitted during the warm months three days a week (including either Saturday or Sunday) from 6.00 to 7.00 P.M. On holidays time for one game is permitted. Throughout the year the prisoners have the freedom of the court until 8.00 P.M., the compartment doors being left open. They have access during these hours to a recreation room which contains a radio. Recreation is supervised by the executive officer and is financed by the Y.M.C.A.

**8. Entertainment**—Moving pictures are shown two evenings a week and outside shows and lectures average one a week. The inmates do not stage shows.

## VI. INDUSTRIES

**1. Workshops**—A fire in the adjoining post barracks in January, 1927, destroyed the workshop which had been turned over for the use of the prison, and all the machinery. It has not been replaced. The only shops in the prison are compartments used for maintenance. Prisoners are employed in some of the post shops for maintenance work and for vocational training.

**2. Character**—There are no industries, and the only articles produced are in connection with the maintenance work of the prison or the post.



**3. Employment**—On April 16, 1928, the 582 prisoners were employed as follows:

Semi-skilled work, prison .....	82
“ “ “ post .....	100
Common labor, prison .....	55
“ “ “ post .....	250
Not working (including 32 sick, 23 under examination, 40 misc.)....	95

**4. Vocational Training**—The program of definite vocational training ended when fire destroyed the workshop. Prisoners receive considerable training in the post shops, but are not under their own officers, as the present administration would prefer to have them.

**5. Compensation.**—Compensation ended when the shop was burned. Two men employed at the post hospital receive ten cents a day from the hospital fund.

## VII. EDUCATION

**1. Library**—There is a library of about 3000 volumes with a circulation of 450 books a month. It is in the recreation room and the men have access to it for the selection of books. There are no regular funds for books and the collection was acquired by individual gifts and from war libraries. The books are in fairly good condition but are a heterogeneous collection.

**2. School**—There are compulsory classes for illiterates and those having less than fourth grade education, enrolling 26 men; a voluntary advanced class covering fourth to eighth grades, enrolling 19 men; and a voluntary class in shorthand and typewriting, enrolling six men. The psychiatrist is in charge of educational work, with four inmate teachers. The primary class meets four evenings a week from 6.30 to 8.30 and the other classes three evenings a week. Compulsory classes continue throughout the year; the voluntary classes last from early fall to the end of April. The rooms used for the school are small and crudely furnished. The Y.M.C.A. supplies text-books to supplement army stock. There is no organized program of vocational education but the maintenance details, both in the prison and on the post, are operated so as to give some training.

No correspondence courses are being taken by prisoners at present. The band, which has 20 members, is considered an educational assignment. During the first month of a prisoner's term he attends lectures on character training and citizenship given by the Adjutant. These are combined with a half hour of calisthenics.

### VIII. RELIGION

**1. Chapel**—A small low room, seating less than half the population, is used as a chapel as well as for the library, entertainments, moving pictures, and as a general recreation room. It has no religious atmosphere. Prisoners who desire to are allowed to attend services at the Protestant and Catholic chapels on the post.

**2. Services**—The Protestant chaplain from the post and visiting Catholic priests and Jewish rabbis conduct weekly services.

**3. Other Agencies**—The Fort Jay Y.M.C.A. conducts a Bible class and weekly song service. The Jewish Welfare Board arranges for occasional services.

### IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

During the fiscal year 1927, 30 men were released on home parole, five were discharged from parole, one was returned for violation of parole, and 24 were on parole at the close of the year. Paroles are made under the supervision of a parole officer; the men are paroled to "first friends."

### XI. COST

The gross cost of the prison for the year ending June 30, 1927 was \$204,281.13. This includes the maintenance of the prison and the pay and maintenance of officers and men on duty at the prison.



If the institution were credited for the work done on the island at the same rate at which the Government would have to pay civilian laborers it is estimated that the earnings would have been over \$185,000 and the net cost of the prison slightly less than \$20,000.

### COMMENT

The fact that, of the 932 prisoners received at this prison in one year, 788 were committed for purely military offenses and that all but 78 were under 31 years of age, while 199 were under 21, indicates clearly the character of the inmate population with which the prison deals. All have been in the army, although many have had very short terms of service before commitment. The system of discipline in force is military in character. Attention is called to the discussion, in the Comment on Fort Leavenworth, of the applicability of this type of discipline to men who are not to return to the service. Something of the changed attitude of the army toward its offenders is shown by the change of designation from Army Prison to Disciplinary Barracks, although the points of dissimilarity between civil and army prisons are not sufficient to make the former term a misnomer. The service institutions, both army and navy, are prisons in effect and will be until the function of punishment and deterrence can be entirely subordinated to the more important functions of training and reformation.

This institution made a real effort to provide vocational training for the inmates until fire destroyed the workshop used for such training. At present the only opportunity for vocational training is in the maintenance work of the prison and the post. There are so many men for whom employment must be found that it is practically impossible to work out an effective training program on such a basis. Not only should facilities be provided for productive industries at which men could be employed with profit to themselves and the Government, but quarters and equipment for trade instruction should be provided. It is mistaken economy for the Government to keep young offenders in complete or partial idleness, many of whom enlisted in the army in the hope of getting a practical education. When one considers the vast amount of manufactured articles pur-

chased annually for the army the absence of industries in the army prisons strikes one with hardly less force than the inadequate industrial program of the federal civil prisons. The genuine effort which this institution puts into keeping its men employed reflects credit on the officers, in view of the lack of shops, appropriations, and constructive official policy.

The efforts at academic education are also commendable, although the work suffers under so many handicaps that it cannot be expected to achieve significant results. Any attempt to expand and vitalize it should move in the direction of utilizing the vast resources of New York City, lying almost at its doors. Equipment, books, skilled advice, and even the services of competent volunteer teachers could undoubtedly be secured at little more than nominal expense. If this were done, larger and better quarters for school work would be needed, but much can be done by good teachers in the most limited quarters.

There seems little probability that the use of the ancient castle as a prison will be abandoned. It has been adapted with considerable effectiveness to its present purpose, but it can never be made suitable for prison use. Its location near New York has some advantages, notably that officers detailed here are not in the isolation which so often makes assignment to prison duty comparable to a sentence. Its situation within an army post provides opportunities for employing inmates that it might not otherwise have. On the other hand, there is much to be said for another location, where the prison would be divorced from immediate outside control and where it would have an opportunity to expand. If it is to remain in Castle Williams some provision for extension of the plant should be made. A wing containing the commissary department on one floor, with an assembly room which could also be used for school work on the second floor, would correct two of the worst limitations of the present plant. The basement of such a wing could be used for trade schools. The experience of many prisons shows that a building could be constructed at greatly reduced cost with inmate labor. There are few better examples in the country of excellent inmate construction than the barracks for enlisted men and the prison hospital at Fort Leavenworth.



The upkeep of the plant and the improvements that have been made in the commissary department are commendable. The overcrowding of the latter department and the necessity of seating more than one mess at each meal are partially offset by the efficiency of the management.

The recreation schedule, using the court until 8.00 P. M., and the free access to the recreation room are wise arrangements, in making the best of a bad situation.

The present administration continues to show the socializing purpose in its direction of the institution that was commented on in the last Handbook. It deals intelligently with the practical problems caused by the shortcomings of the plant and the lack of facilities for a complete program having rehabilitation as its aim. It is a defect of the army and naval prisons that the tours of duty in any service assignment are short, and that officers are not able to carry out a continuous and consistent policy over as long a term of years as in many civil prisons. The enlisted men who act as guards are also changed frequently. There should be developed for each of the army disciplinary barracks a trained personnel of officers and men especially adapted to this type of work, and this personnel should be made relatively permanent.

## UNITED STATES NAVAL PRISON MARE ISLAND, CALIFORNIA

Visited June 4, 1928.

Building No. 84 of the Navy Yard on Mare Island, California, is the naval prison of the west coast.

### I. GROUND AND PLANT

Number 84 and the other buildings of the prison comprise a unit of the Navy Yard. These buildings are surrounded by a wire fence.

1. **Housing**—There are two cell houses in which the cells are arranged on two tiers. In one there are 64 and in the other 38 cells. The floors of the cells are burnished steel and the walls and ceilings painted. The building was erected many years ago so there is no plumbing in the cells. Lavatories and toilets are in a room adjoining the cell houses. Each cell is supplied with a canvas bed, mattress, mattress cover, sheets, pillow, pillow case, and blankets. A high standard of sanitation is maintained throughout the cells.

In addition to the cell house there is a small dormitory used for trustees, for which the equipment, so far as beds are concerned, is similar to the cell house equipment.

2. **Farm**—The amount of land available for farming is limited. There is a good dairy in connection with the prison, and eight acres, part of which are irrigated, produce a large amount of general garden products. Most of the dairy and garden products are used in the prison, but some of the milk is sold.

### II. ADMINISTRATION

1. **Control**—The institution is under the control of the Secretary of the Navy and under the immediate supervision of the Judge Advocate General.



**2. Warden \***—The commanding officer is Colonel William M. Small, appointed in May 1927. He has been in the service about 28 years and was for two years at the Portsmouth Naval Prison.

**3. Deputy**—The executive officer is Captain Otto Salzman. He was detailed here in November 1927. Captain Salzman has had 21 years' service in the Marine Corps.

**4. Guards**—There are 106 enlisted men detailed for guard duty.

**5. Salaries and Pensions**—The usual pay allowance and retirement conditions of the service obtain here.

### III. PRISONERS

**1. Population**—On June 4, 1928, when the prison was visited, the population was 270.

The following analysis is given for the 267 men received during the year ending June 30, 1928.

#### Ages when received:

Under 20 years .....	38	25 to 29 years .....	47
20 to 24 " .....	164	30 to 39 " .....	18

#### Nativity:

Native born .....	255	Foreign born .....	12
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The foreign born were from five countries.

#### Race:

White.....	263	Negro.....	0	Other races.....	4
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#### Education:

Illiterate .....	2	High school .....	92
Grammar school .....	170	College .....	3

#### Sentences:

All the 267 prisoners had sentences up to five years in duration.

**2. Classification**—There is no scientific system of classification. The prisoners are, however, divided into three grades. They start in second grade and, after a probation period of one-sixth of their sentence, may be put in first grade, or reduced to third, for disciplinary

\* The executive officer and five commissioned officers comprise the official staff.

reasons. The demotion grade carries with it loss of "good time" and fewer privileges.

**3. Insane**—Men adjudged insane are transferred to St. Elizabeth's Hospital, Washington, D. C.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The general rules, contained in the manual for the government of the United States naval prisons, are in effect here. Men are permitted to write letters on Sundays, holidays and by special permission. Magazines, books and newspapers may be received direct from the publishers; they are not kept in the cells of the men, but are available during the hours when reading is permitted. Two school books are allowed in the cells. Visits are allowed every Sunday from 1.00 to 4.00 P. M. Prisoners are permitted to spend up to \$3.00 a month for toilet articles and tobacco but are not permitted to purchase any other articles. The smoking lamp is lighted after each meal and in the evening. Only pipes may be used.

**2. Punishments**—For ordinary offenses loss of "good time" and privileges is used. For the more serious offenses the punishment is loss of grade or confinement in the punishment cells. Punishments also decrease the likelihood of the inmates securing shortened sentences.

#### V. HEALTH

**1. Hospital**—Practically no hospital facilities beyond those for examination and first-aid are provided at the prison as all inmates needing treatment are transferred to the port hospital in the naval grounds adjoining. The physician assigned to the prison sees the prisoners three times daily and those needing medical or surgical care are given it immediately.

**2. Medical Staff**—A naval physician with the rank of lieutenant commander has charge of the medical work of the prison. Beyond the holding of sick call and the examination of incoming men he has little work of a professional nature with the inmates in the prison. When transferred to the port hospital, the regular hospital staff takes charge of their cases.



**3. Medical Examination and Care**—All prisoners are given a physical examination on arrival, including the Kahn test for syphilis. Antivenereal treatment is administered when indicated. Defects found at the time of admission are corrected as far as possible before the inmate is released.

There were no cases of tuberculosis in the prison at the time it was visited and very little is reported at any time.

Attention to the dental and eye needs of the prisoners is provided by the staff of the port hospital.

**4. Psychological Work**—No mental examinations are given prisoners except at evidence of mental breakdown. When this occurs the inmate is surveyed by a medical board.

**5. Commissary**—The commissary is located on the first floor of a two-story wooden building. The mess hall is well lighted and ventilated. The men are seated on either side of the table. The kitchen equipment is adequate for the needs of the institution. A new refrigerating room has recently been installed. A high standard of sanitation is maintained throughout the commissary department.

The inmates are supplied with a well-balanced menu. Food is not rationed. Only healthy men are permitted to work in the kitchen or dairy.

**6. Baths**—Ten showers are located in a washroom on the first floor adjoining the cell house. Daily baths are required, except on Sundays and holidays.

**7. Recreation**—Daily recreation is given for inside detail men on a small recreation field. Those not assigned to necessary work have two hours and a half on a large recreation field every Saturday afternoon and on holidays. Baseball, football, indoor baseball, and basketball are played. A sergeant has immediate charge of the recreation, under the officer of the day.

**8. Entertainment**—Three movies are shown weekly and the San Francisco Civic Association stages two shows a month. Inmates are permitted to stage a show about once a month. Loud speakers are provided in the reading room, to which the men have access during the evening hours. The radio is turned on for an hour and a half each evening.

## VI. INDUSTRIES

1. **Workshops**—The workshops are small maintenance shops, carpenter, blacksmith, tinsmith, paint, shoemaker and electrical shops.

2. **Character**—All work is for the Navy Yard or the institution itself.

3. **Employment**—Sixty-five of the inmates are used in the gardens, the dairy and on maintenance, and the balance are used in gangs working in the navy yard on various assignments which are changed from day to day.

4. **Vocational Training**—The carpenter shop, dairy and maintenance shops give some opportunity for vocational training, to the men detailed to them for work and those assigned for vocational instruction purposes. The dairy and gardens also give opportunity for vocational training. Most of the work in the navy yard has no vocational value.

5. **Compensation**—There is no system of compensation.

## VII. EDUCATION

1. **Library**—The library contains 1600 books, many of which were received from ships going out of commission. The circulation is 150 a month. The library is in a reading room accessible from the cell house. A dozen mess tables supply facilities for reading and games. Current magazines are contributed by a news dealer. There is a special school library of 300 volumes.\*

2. **School**—The educational work is in charge of the executive officer. About 185 men are enrolled in all branches, the work being compulsory for all except first class prisoners and trustees. Grammar school courses extend through the fifth grade, school being held for one hour three evenings a week in the mess hall and chapel. This enrolls 44 men.

Most of the above enrolment is in the correspondence courses issued by the Bureau of Navigation and by the Marine Corps Institute. These are supervised by a teaching staff of 17 inmates. The courses include both vocational and academic subjects.

\* 150 books of fiction and 150 technical and school books have since been added to the library.



## VIII. RELIGION

1. **Chapel**—The chapel, located over the mess hall, is well lighted and ventilated.
2. **Chaplain**—Navy Yard chaplains have charge of the services.
3. **Services**—Protestant and Catholic services are held weekly.
4. **Other Agencies**—The Salvation Army and Jewish Welfare Board conduct occasional services.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train men in the duties of citizenship.

## X. PAROLE

No men are put on parole. About two men a month are restored to service. The bad-conduct discharge is given to some with recommendation for reenlistment. Others are given discharge from the prison at the end of their sentence, with dishonorable discharge from the navy.

## XI. Cost

Gross cost for year ending 6/30/28..	\$178,596.64
Earnings .....	100,725.52*
Net cost .....	77,871.12*
Gross per capita cost .....	783.32
Net per capita cost .....	341.54*

\* These figures are derived by taking the number of hours of work performed by the prisoners, exclusive of prison maintenance work, and multiplying it by the hourly wage received by the lowest paid laborer in the navy yard. No cash transaction is involved.

## COMMENT

A survey of this institution, made just after the World War by naval officers for the Navy Department, revealed very bad conditions. This is not true today. Under the present commanding officer

the administration is humane and intelligent. The type of discipline is that common to service prisons, a military routine which may be justified on the ground that all the prisoners have been in the service, but is open to question in view of the fact that very few are to be restored to duty. Whether or not such discipline is the best type for men who must be prepared for return to civil life is a question that is quite aside from the whole philosophy of military discipline. The granting of indoor recreation privileges is a recognition of the fact that prisoners have the same interests as men outside and that their morale is favorably affected by wholesome and normal recreation. Nearly a quarter of the 270 prisoners are trustees, an unusual proportion for a service prison. The trusty system seems to be operating successfully, with benefit to the inmates and economy to the Government. Some of the trustees are employed as herdsmen three miles from the prison.

The plant is old and some war-time buildings, intended for temporary use only, are still in use. The whole plant and especially the cell house, is spotlessly, almost painfully, clean. Some old cells, known as the "coke-ovens," belong to a day that is past, and have not been used by the present commanding officer. The bad features of the living conditions are counteracted in part by the recreation privileges permitted.

The prison is understaffed as to officers, judged by the navy standard, and is overstaffed with privates, judged by civil prison standards. The location of the prison in a navy yard enables the prison to draw on it for medical service, etc., but the number of commissioned officers detailed specifically to the prison is small.

As is usual in both army and navy prisons, there is not enough work of a worthwhile nature to keep all the prisoners employed and much of the work to which they are assigned, such as manual labor around the navy yard, has no vocational training value. On the other hand, the maintenance work and the farm work are directed toward supplying as much training as possible. There is a good herd and the farms, while not extensive, provide healthful and beneficial work for a number of men.

It is unfortunate that mental examinations are not given in this



prison; the same conditions of age and environment apply here as in other naval prisons.

The educational program makes use of correspondence courses supplied by the Bureau of Navigation and the Marine Corps Institute. These are well suited to the needs of the men and an unusually large variety of courses is offered. A few correspondence courses from the University of California are being studied. The work is in charge of an officer who has many other duties, but a genuine effort is being made to give the inmates educational opportunities. Correspondence courses need more follow-up work and supplementary instruction than is being given here. They could be supplemented to advantage by trade courses given by officers, enlisted men and civilians from the navy yard, and the yard shops could be utilized for instruction that would be infinitely more valuable than correspondence work alone.

Very few men are restored to duty in the service and there is no organized course of instruction for those who are to be restored.

In general, this prison has moved on in its ideas, as the other service prisons have, although the officer personnel is changed so frequently and the officers detailed have so seldom had experience in prison administration that one can never be sure that a service prison will remain the same through two administrations. In the service there is still prevalent the idea that a prison should exist mainly to strike terror to the hearts of those who contemplate desertion, absence without leave or over leave, etc. This idea is not ordinarily held by the officers in command of the prisons. Here the primary function is recognized to be the preparation of men for return to society. If the prison is to succeed in this it needs not only a continuance of the intelligent direction which it now has but increased facilities for keeping the men employed, for instruction, especially in vocational courses, and for all the activities which improve morale. There is grave doubt as to how far the army and the navy are justified in sentencing men for military offenses not involving moral turpitude to the type of prison in which the criminal is traditionally confined. Men who were not sentenced for felonies go out of the service prisons bearing the stamp of the felon and what is in the eyes of friends and prospective employers a prison record.

## UNITED STATES NAVAL PRISON PARRIS ISLAND, PORT ROYAL, S. C.

Visited February 8, 1928.

The U. S. Naval Prison is part of the naval station on Parris Island.

### I. GROUND AND PLANT

The buildings are one and two-story wooden structures erected near the naval station. Many of the facilities of the naval station are therefore available for the Disciplinary Barracks.

**1. Housing**—There are no cell houses. The men are housed in six dormitories or barracks, three of the larger of which house about 100 men. The buildings are of wood and the windows are covered with iron bars. These buildings, with the men locked in from the outside, would constitute a serious fire hazard if a sentry were not posted outside of each brig who can, if necessary, quickly open the fire doors. Each dormitory is supplied with showers, toilets and lavatories. The barracks are well lighted and ventilated. Most of the beds are single spring cots, though a few double-deck beds are used. The beds are provided with mattress, sheets, blankets and pillow-case and each man has a small box for personal effects.

**2. Farm**—There is a prison farm of some 300 acres on the island. The farm buildings have been erected from material secured from condemned buildings. These, with the farm equipment and live stock have been secured from the proceeds of the farm, without any appropriation for such purposes. All the products are used in the prison commissary or sold at the naval station.

### II. ADMINISTRATION

**1. Control**—The institution is under the control of the Secretary of the Navy and under the immediate supervision of the Judge Advocate General.



**2. Warden**—The commanding officer is Colonel R. P. Williams who was appointed in November 1925. Colonel Williams had one previous detail as commanding officer from 1921 to 1923. He has had 29 years of service in the Marine Corps.

**3. Deputy**—The adjutant, Major C. H. Metcalf, was appointed in February 1928. Major Metcalf is a graduate of the Army General Staff College at Leavenworth.

**4. Guards**—There are about 50 enlisted men used as guards. The guard mount detail is usually 15 men and additional men are in charge of the crews working on different parts of the island.

**5. Salaries and Pensions**—The usual pay allowance and retirement conditions of marine corps service obtain here.

### III. PRISONERS

**1. Population**—On February 8, 1928, when the institution was visited, there were 389 inmates. Following is the analysis of the population as of October 10, 1928 when there were 410 inmates.

#### Ages when received:

Under 20 years	107	25 to 29 years	70
20 to 24	206	30 to 39	27

#### Nativity: (Data not supplied.)

#### Race:

White	406	Negro	2	Other races	2
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#### Education:

Illiterate	11	High school	156
Grammar school	229	College	14

**Sentences:** All prisoners have five years or under.

**2. Classification**—There is no general system of classification.

**3. Insane**—Men adjudged insane are transferred to St. Elizabeth's Hospital, Washington, D. C.

### IV. DISCIPLINE

**1. Rules and Regulations**—The rules provide that first grade men may write three letters a week and may smoke at any time.

Magazines and newspapers may be received direct from the publisher. Visits are permitted at any time. In the case of families of inmates coming to the prison, visits are held at the hostess house of the naval station.

The men are furnished with toilet articles, tobacco and postage stamps.

**2. Punishments**—Loss of "good time" is the common punishment for lesser infractions of rules. For more serious cases confinement in one of the punishment cells and reduction to third grade, which involves loss of all privileges, is used.

## V. HEALTH

**1. Hospital**—The facilities consist of a sick bay with a capacity of 25 or 30 beds. Patients are kept in the sick bay only for observation and for minor medical and surgical conditions. All serious cases are sent to the post hospital on the same reservation which is fully equipped and staffed for all types of medical and surgical diagnosis and treatment.

**2. Medical Staff**—A naval surgeon with the rank of lieutenant commander is in charge of the prison sick bay. As soon as cases are transferred to the post hospital they are placed under the care of the regular hospital staff.

**3. Medical Examination and Care**—On admission and again on release each prisoner is given a physical examination and Kahn tests are taken routinely for the diagnosis of syphilis. All venereal cases are placed under proper treatment.

Cases of tuberculosis are placed in the post hospital on a special diet. As soon as the disease is arrested the patient is surveyed by a medical board and either discharged from the service or restored to the position he occupied before his illness.

All needed dental and eye care is provided through the dental and medical staff of the post hospital.

Physical defects found on admission are removed or corrected as far as possible while the inmate is serving his sentence.

**4. Psychological Work**—No mental examination is made of inmates unless they develop psychotic symptoms. When this happens



a medical board is appointed to survey the patient. No routine psychological work is done.

**5. Commissary**—The mess hall and kitchen are in a separate building. The men are seated at the tables facing both ways and talking is permitted. The general atmosphere of the mess hall is good and a very high standard of sanitation is maintained in both mess hall and kitchen. Equipment and preparation of meals is in general conformity with navy standards.

The diet, supplemented by products obtained from the prison dairy and garden, is well adapted to the physical needs of the prisoners.

**6. Baths**—There is a battery of shower baths in each dormitory unit. The men are required to bathe daily.

**7. Recreation**—The recreation schedule provides for a short daily period, Saturday afternoon and all day Sunday, and holidays. The recreation includes baseball, football, boxing and some gymnasium work. Athletic supplies are secured from canteen funds.

**8. Entertainment**—Movies are shown four times weekly and the inmates stage occasional shows of their own. In addition to the prison band there is in the recreation room or theatre a radio equipment with loud speaker.

## VI. INDUSTRIES

**1. Workshops**—There are no industrial workshops except those for maintenance purposes. Aside from those on maintenance details, the men are used on various duties in connection with the work in the post, for road building and on the prison farm.

**2. Character**—All the work and the produce of the prison farm are for the institution or the naval station. Nothing may be sold outside.

**3. Employment**—On the date the prison was visited the 389 inmates were distributed industrially as follows:

Prison details .....	136	Inmate masters-at-arms .....	12
Naval station (quartermasters)...	162	Hospital orderlies .....	23
Road building .....	33	Farm .....	23

**4. Vocational Training**—A few of the maintenance details have some vocational value; few of the outside details have any. The farm, especially the dairy and poultry plants, has unusual vocational value.

**5. Compensation**—There is no system of compensation for inmate labor.

## VII. EDUCATION

**1. Library**—There is a small collection of books in each of the barracks and a fairly large number of current magazines, most of which are contributed.

**2. School**—All Marine prisoners are eligible for any course listed in the Marine Corps Institute. All other prisoners are eligible for any course issued by the Bureau of Navigation. Classes meet in one of the buildings five times a week.

## VIII. RELIGION

**1. Chapel**—The prison theatre or assembly room is also used as a chapel. It is adequate in size and in other respects.

**2. Chaplain**—The post chaplain has charge of the prison services.

**3. Services**—Regular services are held every Sunday and Thursday evening.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train prisoners for the duties of citizenship.

## X. PAROLE

Aside from the few men restored to the service through the disciplinary battalion the majority of the men are discharged outright and not placed on parole.

## XI. Cost

Gross cost for the year ending 6/30/28..\$175,612.37

Gross per capita cost ..... 388.74

In the above figures new construction is included costing \$4,200.



## COMMENT

This prison has generally been considered second in importance to Portsmouth. It was designed largely to care for naval offenders from the tropics and from the post in which it is located, although there is no consistent policy of allocating men.

This prison should no longer be considered a subordinate institution if it is to be continued. It has never been given permanent buildings, as Portsmouth has. The present wooden buildings are clean and are adequate for temporary use, especially in a mild climate, but they must eventually be replaced. At present there is an unjustifiably large fire hazard. It is worthy of note that naval supplies are stored at this post in fire-proof buildings, while human beings under confinement are locked into buildings with barred windows that are not fire-proof.

The construction of the prison without a wall and the use of typical cantonment barracks as living quarters produce an atmosphere of freedom in comparison with the effect produced by the massive cell blocks at Portsmouth, Fort Leavenworth, and Alcatraz, and the small but prison-like "Building 84" at Mare Island. There is also considerable semi-freedom in the life of the men. They can move about their dormitories and can make use of the tables in the center for reading, writing and games. They are allowed to go to the post chapel in charge of fellow prisoners who have been designated as masters-at-arms. There is a crude but adequate theatre and much pride is taken in the orchestra. The men are encouraged to use the gymnasium during the winter months, and they are given outdoor recreation for two hours a day when the weather permits. All of these provisions are sensible, in that they have a beneficial effect on the physical and mental health of the inmates and on their morale, which is the basis of good conduct and of any strengthening of character that may take place. The criticism justly made of service prisons, that they confine military offenders in the type of institution which is designed for felons, and that they impose on them the routine that the states impose on their criminals, is partially met here by the concessions that are made to the wholesome and normal interests of the inmates.

There remains only a remnant of the inmate community organization which once existed here; its development was never as extensive as at Portsmouth. The use of 64 prisoners as masters-at-arms results in real economy in the use of guards and gives these men valuable training in responsibility. Since they are appointed by the commanding officer the sense of community responsibility for good conduct, which was one of the aims of the system of inmate community organization, is not necessarily developed. Under careful direction, however, the present system can be made the basis of a method of control more nearly like that of the service than of a prison. A small number of enlisted men, as compared with the number at Portsmouth and Mare Island, is detailed to this prison.

There is the usual difficulty in finding enough work for the inmates, but the policy of using them about the post is more liberal than in the other service prisons and many are doing work with definite vocational training value, in the garage, laundry and ice plant, for example. A fairly large detail is building roads, and the farms, while not extensive, furnish additional employment. The poultry plant has few superiors in civil or service prisons; it is small, but emphasis has been placed on the breeding of high grade poultry.

Whatever has been said in the comments on the other naval and army prisons about the validity of military discipline for men who are not going back into the service but into society, applies equally here. The function of a service prison cannot be differentiated from that of a civil prison, unless a policy of wholesale restoration to the service is in force. Both exist to prepare men for return to free life. All the recognized regenerative agencies should be in use in one type of prison as much as in the other. The true function of the prison appears to be recognized by the officers here.

The educational program is not extensive and it might well be expanded by using the facilities of the post in giving definite and practical trade instruction. The correspondence courses offered by the Bureau of Navigation and the Marine Corps Institute are used. They are well adapted to the use of the type of men sent here and they offer an unusually wide variety of subjects. Such courses, however, need careful follow-up work and supplementing by direct instruction.



## UNITED STATES NAVAL PRISON PORTSMOUTH, N. H.

Visited April 13, 1928.

The Naval Prison is at the eastern end of the Portsmouth Navy Yard which occupies the whole of Seavey Island. The island lies in the Piscataqua River and is separated from the town of Kittery, Maine, by a narrow back channel spanned by a bridge. The prison was completed in 1908, received its first prisoners on April 11, 1908, and has been used as a naval prison continually since that date. During the World War it had the largest population in its history, between 2500 and 2600 inmates, and the plant was enlarged by the construction of temporary wooden buildings.

### I. GROUND AND PLANT

The prison is an imposing building of concrete, standing at the crest of the steep eastern shore of the island and forming a conspicuous landmark. It consists of a square tower, five stories high, which houses the administrative departments, mess hall, medical department, etc. and a wing containing the one cell block, under which are the kitchen, laundry, etc. In the original design there was to be a second wing balancing the present one; this has never been built, but the building is not unsymmetrical. On a small plateau between the prison and the river are the wooden barracks, mess halls and the Y.M.C.A. building erected during the war. The commanding officer's quarters, a brick dwelling about a hundred yards from the prison, and a few small wooden shops complete the building group. The prison reservation includes a large open area used as a drill ground and athletic field. The reservation is unwallled; the river forms a natural barrier which is completed by a "dead-line" patrolled by marine sentries. The barracks enclosure is surrounded on the shore side by a six-foot wire fence.

**1. Housing**—In the one cell house there is a standard block of 320 single cells on four tiers. The fronts of the cells are full grated and an additional heavy steel grill runs from the second gallery to the top of the block. The windows are large and the location ensures excellent light and ventilation. The standard of sanitation is high. The cells measure 5.7" x 9.11" and 7.10" high. Each has an electric light and a good lavatory and toilet. All but a few of the beds are strap-iron bunks suspended from the wall; a mattress cover, a pillow slip and light underwear for use as night clothes are supplied, but no sheets. Each cell has a chair and a small wooden locker, the top of which serves as a table. Cell equipment is standard and the personal belongings permitted are strictly limited.

There are no dormitories in use. The top of the cell block and one or more floors of the administration building have been used in the past for this purpose; double-deck spring beds were then used. The wooden barracks erected during the war are ample for 1800 men; each unit is a dormitory for 100 men, with adequate showers and toilets. The buildings were hastily constructed and are now fit only for emergency use as living quarters.

**2. Farm**—There is no farm or garden.<sup>1</sup> The barracks occupy the space formerly used for gardens. There is a small poultry plant, a cow barn and a piggery in the barracks enclosure.

## II. ADMINISTRATION

**1. Control**—All naval prisons are under the jurisdiction of the Navy Department, control being centered in the Judge Advocate General. The commandants of the navy yards and the naval districts in which the prisons are located also exercise certain administrative supervision over the prisons, such as the making of periodical inspections.

**2. Warden**—The commanding officer, corresponding to the warden of a civil prison, is Lieut.-Col. Robert O. Underwood,<sup>2</sup> United States Marine Corps. He was appointed in June, 1925.

<sup>1</sup> A small truck garden was planted on the institution grounds in 1928 from which a supply of fresh produce was obtained for the prisoner and general messes.

<sup>2</sup> Since June 1929, Major Frederick R. Hoyt, U. S. Marine Corps, has been in command.



**3. Deputy**—The executive officer, corresponding to the deputy of a civil prison, is Lieut. Louis G. DeHaven, U. S. M. C. He was appointed acting executive officer March 21, 1928, and entered the Corps in October, 1917. He had had no previous prison experience.

**4. Guards**—The prison is guarded by marines. The whole command numbers eight officers and 115 enlisted men. They are under the usual service routine as to hours of duty, days off, etc., except that the working party sentries are on duty throughout the working hours. They are quartered in the administration building and at the Marine Barracks in the navy yard.

**5. Salaries**—Officers and men assigned to the naval prison receive the same pay and allowances and retirement benefits as other assignments in the service.

### III. PRISONERS

**1. Population**—On April 13, 1928, the prison had 297 inmates. The prisoners are men sentenced by general court martial from all branches of the naval service. While the Portsmouth Prison is primarily designed for prisoners from stations in the eastern area, the Atlantic Fleet, and ships in European waters, prisoners are received from every quarter where there are naval units. Some are men convicted of crimes, but the majority are military offenders.

Following is an analysis of the prisoners received during the fiscal period from July 1, 1927 to June 30, 1928.

**Ages when received:** (Data not supplied.)

**Nativity:** (Data not supplied.)

**Race:** (Data not supplied.)

**Education:** (Data not supplied.)

**Sentences:** All are on Determinate Sentence.

Under 5 years .....	401
Bet. 5 and 10 years .....	48
" 11 and 20 " .....	1

**2. Classification**—There are three classes, based on conduct. Prisoners enter in the second class and may be reduced to third class for infractions of the rules. At the end of one-third of his

sentence a prisoner is eligible for promotion from second to first class. Sex perverts are quartered on a special tier, have a separate mess, and work under careful supervision.

**3. Insane**—The physician in charge makes observations on the mental status of inmates and those found insane are transferred to St. Elizabeth's Hospital at Washington.

#### IV. DISCIPLINE

**1. Rules and Regulations**—Each inmate is supplied with a printed booklet giving the rules and regulations for officers and enlisted men, as well as for prisoners. A very strict form of military discipline, similar to that of other service prisons, is in force. The silence rule is enforced in the mess hall, in marching formations, and in some of the work details. Smoking is permitted in the cell house during specified hours and in some other parts of the prison where there is no fire hazard. Third class men are not allowed to smoke, however, and second class men only in their cells. First class men may write as many letters as they wish, second class one a week, and third class one a month. Visits to first class men are permitted every Saturday and Sunday, to second class twice a month, and to third class once a month. Books, newspapers and magazines may be received. Each prisoner has an allowance of \$3.00 a month, against which he draws stamps, tobacco, toilet articles, etc. from the prison canteen. Recreation privileges, described hereafter, differ for the three classes.

Prisoners working outside the prison buildings are in charge of armed sentries, each of whom has charge of four to six men. Inside the prison, marching formations and some matters of discipline and sanitation are in charge of prisoner masters-at-arms and tier captains, appointed by the commanding officer.

**2. Punishments**—The usual punishments are reduction in class, loss of privileges, loss of "good time", confinement on bread and water for a limited number of days in a standard cell, with a full ration every third day, and segregation. Trial by court martial may be ordered for serious offenses.



## V. HEALTH

**1. Hospital**—The prison hospital cares for only emergency and minor illness cases, the naval hospital nearby being used for all serious medical and surgical conditions. Facilities consist of eight beds and a small diet kitchen. In addition six cells in the prison are set apart for the physician's use for patients needing restraint or under observation for mental or medical reasons. All X-ray and operative work is done at the naval hospital.

**2. Medical Staff**—A physician with the rank of lieutenant commander is detailed to look after the health of the inmates. In addition a naval dentist devotes full time to prison work. Three hospital corps men and a worker in the diet kitchen complete the staff.

**3. Medical Examination and Care**—Each prisoner is given a physical examination on admission and also on release, but as his official health record accompanies him to prison, this examination is largely for purposes of detecting recent infection and the presence of contagious conditions.

The Kahn test for syphilis is made on all new inmates and all are vaccinated for smallpox and typhoid if their record shows this has not been done recently. Venereal cases are placed under suitable treatment.

No cases of tuberculosis were reported among the inmates.

Dental and eye service is furnished from the staff of the naval hospital. While routine dental examinations on all inmates are made, only those complaining of eye trouble are examined.

**4. Psychological Work**—There are no mental examinations among naval prisoners such as are found among those in the army disciplinary barracks.

**5. Commissary**—The mess hall is on the lower floor of the administration building and the kitchen, bakeshop and storerooms are in the semi-basement under the cell block. Cafeteria service is used and the men sit on both sides of ordinary navy mess tables. The kitchen is equipped for both steam and range cooking and the bakery has a dough mixer. Ventilation in all these departments is satisfactory, although their location makes them rather dark and more difficult to ventilate than other parts of the prison. The standard of

sanitation is the usual high standard of the service. The cafeteria arrangements in the mess hall are makeshifts and steam tables should be installed. Standard navy dishes and utensils are used.

The food served the inmates is of good quality and abundant in quantity. As few of the men are engaged in strenuous work, the diet seemed rather heavy. However, it is well balanced and it is reported that practically all inmates put on weight for the first few months after entering prison.

**6. Baths**—There are 14 shower baths in a room under the cell block and easily reached from it. Prisoners are allowed to bathe as often as they wish and three baths a week are required. The shower room is dark and hard to ventilate properly.

**7. Recreation**—There is ample space for outdoor recreation on the parade ground in front of the prison and in the barracks enclosure there is an excellent building, furnished by the Y.M.C.A. during the war, containing an adequate gymnasium and an attractive reading room. First class men are allowed outdoor recreation daily for a half hour at noon and an hour after supper during the warm months. Both first and second class men are given outdoor recreation all afternoon Saturdays and Sundays, and the privilege is extended to all classes on holidays. Baseball is the chief sport. Volleyball and indoor baseball are also played during the winter months and use of the gymnasium is permitted to all classes on Saturday and Sunday afternoons. The chief games are basketball and handball. All recreation is in charge of the inside overseer, a sergeant, and is financed from the laundry profits.

**8. Entertainment**—First class men attend the movies in the prison auditorium, on the top floor of the administration building, three evenings a week; officers and enlisted men attend the same shows as the prisoners. Second class men are allowed to attend twice a month and third class men on holidays. A radio with a loud speaker is installed in the auditorium for special occasions. There is an occasional lecture or concert given by outsiders and the inmates stage shows on holidays. Officers and enlisted men and their families and guests attend, but the general public does not. The inmates have a quartet and an orchestra.



## VI. INDUSTRIES

**1. Workshops**—One of the war-time mess halls in the barracks enclosure is used for the clothing factory, print shop, book bindery and salvage shops; the other contains some of the maintenance shops. There is considerable fire hazard but, in general, these buildings are satisfactory for the small industries carried on. There is a well-equipped laundry under the cell house.

**2. Character**—Nothing is manufactured for sale. Most of the inmates are employed on maintenance or in the working details which do street cleaning, excavating, etc. about the navy yards. There is a small clothing factory manufacturing prison uniforms and "going-out suits" for this prison and Parris Island. A few men are employed at printing and there is being developed a book bindery which can eventually repair books from all the ships and shore stations of the navy. Considerable salvaging of clothing and shoes is done. The laundry does work not only for the prison but also for the families of officers and men in the navy yard and occasionally for ships in the yard. The poultry plant, dairy and piggery are very small and employ only a few men.

**3. Employment**—On April 12, 1928, the day before the prison was visited, the 293 prisoners were employed as follows:

Navy yard details .....	65	Clothing factory .....	24
Maintenance .....	119	Sick .....	12
Laundry .....	18	Idle (weather) .....	41
Manufacturing and salvage .....	14		

**4. Vocational Training**—An effort is made to carry on the maintenance work and the shops in such a way as to give some vocational training. A number of the details have considerable training value; the manual labor performed by the men employed in the navy yard details has practically none.

**5. Compensation**—Prisoners receive an allowance of \$3.00 per month for necessary prison expenses and on discharge are provided with transportation home, a cash gratuity of \$25 and a civilian clothing outfit.

## VII. EDUCATION

1. **Library**—There is a fairly good library of 5000 volumes in a room on the second floor of the administration building. The books are the remnant of a library assembled during the war, with additions from stocks of books discarded by ships' libraries and some books contributed by the navy yard chaplain and outside sources. There is no regular appropriation for books, but 18 copies of 14 magazines and several copies of the *Saturday Evening Post* are purchased through the laundry fund. The library is under the general supervision of the navy yard chaplain and of the prison educational officer. It is immediately in charge of an inmate. Standard library methods are only partially followed. There is a printed catalogue, which is supplied the inmates; it is not up to date but is now in process of revision. The library is better than the ordinary prison library and the books are kept in excellent condition in the bindery.

2. **School**—At the end of March, 1928, about 150 individuals were enrolled in the various departments of the school. Of 175 enrolments 142 were in the courses supplied by the Navy Department; these included both academic and vocational courses. Of the remainder 12 were taking similar courses through the Marine Corps Institute and 19 were enrolled in the primary class. Only the work for illiterates is compulsory. All inmates when they enter the prison come before the principal, who is an inmate, and he assists them in the choice of courses. The Navy Department and Marine Corps Institute courses are free correspondence courses and are identical with those available to all men in the service. They are, however, corrected by an inmate instructor. At the completion of the course a certificate is given. Classroom work is used to supplement the correspondence courses and for the primary classes. The mess hall is used for evening classes, which are held from 6.00 to 8.00 P. M. five days a week throughout the year. Each class has one hour a week, except that for illiterates, which has three. The educational work is in charge of an officer of the supply corps. He is assisted by an inmate principal and 12 inmate teachers. There is no regular appropriation for education. A few men purchase other correspondence courses and the prison owns some I.C.S. texts.



## VIII. RELIGION

1. **Chapel**—The auditorium is used as a chapel. It has the atmosphere of a theatre rather than a religious atmosphere, but lighting and ventilation are excellent and there is more than enough room. The seats are heavy oak benches.

2. **Chaplain**—There is no resident chaplain; the religious work is in charge of the navy yard chaplain.

3. **Services**—General services are held every Sunday, but attendance is not compulsory. Catholic services are occasionally conducted by visiting priests. Jewish and Christian Science services are conducted about twice a month by outside representatives of these churches.

4. **Other Agencies**—The Salvation Army sends its representatives occasionally for services.

## IX. INMATE COMMUNITY ORGANIZATION

There is only a remnant of the complete inmate community organization which existed at this prison from 1917 to 1921. Prisoners are still given some responsibility for their own discipline through the inmate masters-at-arms and tier captains. These men are appointed by the commanding officer or his representatives, however, and are not representatives of any organization of the inmates. In short, of the responsibilities granted to the former organization there remains only the exercise of certain police duties by individual prisoners who represent the administration rather than the inmate community.

## X. PAROLE

The naval prisons have no parole system. A few men are restored to the service and remain under the supervision of the naval authorities. Most of the prisoners, however, on discharge from the prison receive a dishonorable discharge from the navy and are no longer subject to its authority. Even those prisoners who are under sentence for crimes are given complete discharge with no parole supervision.

## XI. Cost

Gross cost for the fiscal year ending	
6/30/28 .....	\$266,127.60
Earnings .....	107,470.72*
Net cost .....	158,656.88

This includes pay to officers and enlisted personnel.

## COMMENT

This prison differs little from other service prisons. It is well staffed and efficiently administered. The standards of plant sanitation and physical care of the inmates are high. Attention is paid to such regenerative agencies as education and religion, although they tend to become stereotyped and formal. The plant supplies decent living conditions for the inmates and affords facilities for the various departments. The authorities are not bound down by a niggardly financial policy and they are not compelled to lobby in any state legislature for funds to meet obvious needs.

On the other hand, it has the questionable features to be found in every service prison, particularly in the realm of discipline. The civilian observer may ask with justice whether a system of rigid military discipline is the best preparation for free life in society for men who have already broken down under such a system and who are never to return to the military service. If the purpose of the military prison is to act as a weighty deterrent to men who may commit offenses in the service its discipline may be directed toward striking terror to the heart of the potential wrong-doer, even though the idea that such a system is effective has long since been found fallacious. The military authorities generally, however, no longer conceive deterrence as the sole function of service prisons. Granting that their real task is to prepare their charges for life outside, as it is in the civil prison, they have not yet abandoned a type of discipline which, because it keeps men walking chalk-lines throughout their terms, seems poor preparation for a life of control and self-directed activity. It may be argued that these men are still in the

\* Estimated fair return to Government for prison labor.



service and that military discipline is therefore appropriate for them. It may be answered, however, that they are only nominally in the service and are never to return to it, and that in any case a combination of military and prison discipline is an entirely different thing from military discipline alone.

With regard to this prison, it should be said that the frankly "hardboiled" system in vogue here prior to 1917 is no longer in force and that the present administration seems concerned with the problem of benefiting the inmates.

The plant is entirely adequate to house a population somewhat larger than the present one without using any of the barracks. There are, however, no provisions for shops in the main building and the use of the old mess halls as shops cannot go on for many years longer without excessive repair charges. Since there are no industries, properly speaking, this is not at present a serious defect in the plant. There should be some provision in the future for small industries or trade schools to supply vocational training and employment. It is probable that excellent facilities for them could be found in the navy yard and that unused equipment could also be found there for either industries or schools. The present condition of partial employment, which would be much worse if it were not for the ingenuity of the officials in finding work for the men to do, should not be allowed to continue.

The cell house is so constructed and so situated that excellent light and ventilation are assured. This is not true of the commissary department and mess hall on the floor below. These departments are not well located but there is no other possible place in the main building for them.

There are few cell houses in America that contain more steel than the one at Portsmouth. Prisoners in the cells look through three sets of heavy steel bars. Every cell is constructed as though it were to house the most desperate criminal, although the prison was designed and is principally used for men guilty only of military offenses. The atmosphere of the cell house cannot fail to make its impression on the young offenders against the rules of the navy who occupy it. It is true that men who commit crimes in the navy are usually sent to Portsmouth rather than to the other naval prisons,

but they are always far in the minority. The unusually heavy guard which is kept over the prisoners must have an effect which can hardly be anything but bad for morale and self-respect.

All educational work is in charge of the officer of the pay corps. There is a compulsory school for illiterates teaching the three R's and enrolling 18 men.

The educational program wisely makes use of the correspondence courses supplied by the Bureau of Navigation and the Marine Corps Institute. There should be more classroom work under competent instructors, for most men in prison need assistance and follow-up work to get full benefit from correspondence courses. There should also be more practical instruction in the trades that men are studying by correspondence and a conscious coordination of work and education. In addition to facilities the navy yard could be drawn on for the services of civilians and officers to supply vocational guidance and training such as few prisons would be able to equal. The educational work and the library need regular appropriations of funds to ensure their effectiveness.

The recreation schedule recognizes the beneficial effect on mental and physical health of outdoor exercise. The gymnasium is a desirable feature which most prisons lack; it is especially needed in a rigorous climate.

During the war and until 1921 there was conducted at this prison a significant experiment in prison administration. An inmate community organization was extensively developed to cooperate with the authorities in maintaining discipline and carrying on the work of the institution. It was based on the principle that the best way for men to learn the responsibilities of citizenship is by participation in the affairs of a limited, carefully controlled, and intelligently tutored community, and that such a community can be set up within a prison. Its founders also believed that prisoners will maintain better conduct and will do better work if they are made to feel that good conduct and good work are the responsibility of the inmate community and that the individual is primarily responsible to his fellows rather than to an arbitrary authority. They believed further that the development of such a social consciousness is necessary for successful life in society after release from prison.



Since 1921 the basic principles of this system have been gradually abandoned. What remains is a mere acceptance of the fact that individual prisoners can safely be trusted with limited authority, especially since some of them were recently exercising similar authority in the service as petty officers. It is at best an expansion of the usual trusty system, and in no sense a community enterprise in which the man in authority and the man under it learn the lessons of social cooperation. So far as it goes it is good, if a wise choice is made of the individuals who are to be trusted with authority. It neglects, however, the fundamental principle that underlies any attempt to teach citizenship by the practice of citizenship.

In keeping with the satisfactory results that have come from psychiatric examination of prisoners in both state and federal prisons, it would seem desirable that similar examinations be introduced into the routine of all naval prisons. The great majority of these inmates are young, some scarcely out of their teens, a period in which mental disturbances of adolescence are especially pronounced.

## ALABAMA PRISON SYSTEM

### GENERAL STATEMENT

The prison system of the State of Alabama is under the general management of the State Board of Administration, which consists of two members appointed by the Governor. The chairman of the board receives \$6,000 a year and the associate member, \$5,000. The present chairman is Charles A. Moffett; the associate, Hamp Draper.

This board is responsible for the general administration of the prison system of the state. It makes the policy and recommends wardens to the Governor for appointment. The penal institutions which come under its management are Kilby, Speigner, Wetumpka, Number Four, River Falls and the new farm recently added to the system. In the summer of 1928 the mine prisons at Aldrich, Banner, Belle Ellen and Flat Top were discontinued.

The report on Kilby prison is uniform with the reports of prisons of other states; reports on the others and on the camps are given in memorandum form. The Comment deals with the system as a whole.

The analysis of the prison population of the state, and financial data, as given in the report of the State Board of Administration for the quadrennium ending September 30, 1926, are as follows:

#### Population:

The following analysis is given of the 2876 prisoners on hand on September 30, 1926:

#### Ages when received:

Under 20 years .....	588	36 to 40 years .....	240
21 to 25 " .....	710	41 to 50 " .....	295
26 to 30 " .....	507	Over 50 " .....	269
31 to 35 " .....	267		

#### Race:

White Males .....	933	Negro Males .....	1799
" Females .....	8	" Females .....	136



**Education:** (Data not available.)

**Sentences:**

No. on Indeterminate Sentence .....	1557
“ “ Determinate “ .....	1319
Under 5 years .....	68
Bet. 5 and 10 years .....	330
“ 11 and 20 “ .....	263
“ 21 and 30 “ .....	126
“ 31 and 40 “ .....	45
Over 40 years .....	31
Life .....	456

The method of execution is electrocution. This law was passed by the 1923 legislature but was not effective until March 1, 1927.

**Parole**—The parole situation is seriously complicated by a parole board made up of elective officers. The part of the prison system which should be farthest removed from politics is most effected by political consideration. The parole authority should be taken from elective officers and placed under the control of the prison board. This would give unity to the system and coordinate the different functions. Moreover, if the parole authority were placed in the State Board of Administration it would enable the prison authorities to use loss of time as a punishment in place of the lash, with assurance that the parole board would sustain their rulings and make this punishment effective.

**Temporary Paroles**—Paroles are given to a considerable number of men for the Christmas holidays. The Governor grants monthly paroles to men in case of illness or death in the family.

**Cost**—The financial statement for the quadrennium ending September 30, 1926, shows a net operating profit of \$3,269,098.70. This is a profit neither equaled nor even remotely approached by any other state. The mines were a big factor in this financial showing but other departments also showed a profit. The state can well afford to increase its pay to the inmates for work done and increase appropriations for educational work, library and other agencies that have proved their value in institutional life.

## FINANCIAL DATA

FOR QUADRENNIUM ENDING SEPT. 30, 1926

Prison	Receipts	Total	Disbursements	Total	Excess Revenue	Total Excess Revenue	Excess Expense
*ALDRICH PRISON . . . .		\$949,669.76		\$589,465.32		\$360,204.44	
*BANNER PRISON . . . .		1,893,717.12		1,140,530.66		753,186.46	
*BELLE ELLEN PRISON.		947,843.33		605,753.11		342,090.22	
*FLAT TOP PRISON . . . .		2,959,186.28		1,824,134.08		1,135,052.20	
KILBY PRISON							
Prison Department . .	\$1,147,607.57		\$879,411.88		268,195.69		\$29,919.75
Shirt Factory . . . . .	286,581.53		316,501.28		...		
Cotton Mill . . . . .	2,613,078.68		2,058,976.99		554,101.69		
Dairy . . . . .	92,357.10		86,026.78		6,330.32		
Cattle and Hogs . . . .	19,843.71		11,668.01		8,175.70		
NUMBER FOUR PRISON		4,159,468.59		3,352,584.94		836,803.40	7,704.66
SPEIGNER PRISON		252,260.61		259,965.27			
Prison Department . .	811,383.48		573,682.77		237,700.71		
Ala. Cotton Mills . . .	2,286,135.13		2,207,884.97		78,250.16		
RIVER FALLS . . . . .	3,097,518.61			2,781,567.74		315,950.87	
WETUMPKA PRISON . .	350,146.51			170,684.64		179,461.87	
MONTGOMERY OFFICE . .	492,112.21			531,747.71			39,635.50
	8,475.00			584,865.85			576,390.85
Totals for entire Prison System.	\$15,110,398.02			\$11,841,299.32		\$3,922,749.46	\$653,650.76
				Expense . . . . .		653,650.76	
				Net earnings . . . . .			\$3,269,098.70

\* Discontinued in summer of 1928.



## KILBY PRISON MONTGOMERY, ALABAMA

Visited February 17, 1928.

Kilby Prison, built in 1922, is situated four miles from Montgomery. It is the only penal institution in the country named for a governor. All prisoners are received here and it is both a prison and clearing house for the state's prisoners.

### I. GROUND AND PLANT

The cell houses are built inside the front wall. The administration building extends from the cell house to the front wall, providing the main entrance to the institution. Other buildings of the prison proper are built parallel to the cell house and joined to the administration building by a center corridor. At one side of the prison is an excellent hospital building, and in the rear, workshops of modern design and construction. It was planned and constructed as a unit. The institution is similar in a general way to the Minnesota State Prison after which it appears to have been patterned. In some important respects, as in interior finish, the cell houses are not so satisfactory. The walls enclose 29 acres.

**1. Housing**—There are two cell houses in which five tiers of cells are built along an outer wall with a center corridor, so that the cells have outside windows which may be controlled by the inmates. Each wing has 108 single cells, 10 x 7 and 8.3" high. In each wing there are 72 large cells, 22.5" x 10 and 8.3" high, which were planned to house six or more men. Each of the cells is equipped with a good toilet and washbowl.

In addition to the regular cells there are 60 cells in the detention wing which are used for special details and in a separate section of this wing there are 18 punishment and 14 death cells. All beds are provided with cotton mattress, sheets, blankets and pillow case.

One of the cell house wings is used for white and the other for colored inmates.

**2. Farm**—There are three separate farms near the prison totaling 2500 acres, the products of which are used in the prison commissary and industries, or sold.

## II. ADMINISTRATION

**1. Control**—Kilby Prison is under the general management of the State Board of Administration. (See General Statement on Alabama.)

**2. Warden**<sup>1</sup>—T. J. Shirley was appointed warden in February 1, 1927. He had been sheriff and chief of police of Birmingham prior to his appointment.

**3. Deputy Warden**—G. B. Johnson was appointed deputy warden in April, 1927. He had been a police officer, sheriff, convict inspector and a state law enforcement officer for ten years.

**4. Guards**—There are 44 guards appointed by the warden; 31 are employed on the day shift and 13 on the night shift. Some of the guards work on 12-hour and others on 11-hour schedules. They are given two Sundays off each month and ten days' vacation each year.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$4000 and quarters <sup>2</sup>
Deputy warden .....	3000
Chief clerk .....	1800
Guards .....	960 to 1026
Doctor .....	3600
Dentist .....	2400
Chaplain .....	1200
Educational officer .....	2400
Identification and parole officer...	3000
Shop foreman .....	1200
Farm supt. ....	1800
Steward .....	1500

All receive free light, water and heat.

There is no pension system.

<sup>1</sup>Mr. Shirley resigned 12/1/28 and Dr. R. A. Burns, the State Inspector of Prisons, was appointed warden in addition to other duties.

<sup>2</sup>Raised to \$5000 at time of Dr. Burns' appointment.



### III. PRISONERS

**1. Population**—When the prison was visited on February 17, 1928, there were 1257 prisoners in the institution.

An analysis of the prison population of the state is given in the General Statement on Alabama.

**2. Classification**—The white and colored inmates are housed in different sections and the younger men are kept apart from the older men, but no scientific system of classification has been developed.

**3. Insane**—On order of the State Board prisoners adjudged insane are transferred to the state hospitals at Tuscaloosa and Mount Vernon.

### IV. DISCIPLINE

**1. Rules and Regulations**—A general set of rules is prepared by the state board. Talking is forbidden only while the men are at work and while marching in lines. Books, magazines and newspapers are permitted if sent direct from the publisher. The limitation on the number of visitors allowed and the number of letters received is reasonable. Visitors are received in a room off the guard room, and visitor and inmate are permitted to sit side by side. Smoking is allowed except in the mess hall and shops. Inmates may have as much as \$5.00 cash at one time, which may be expended at the prison canteen or for outside orders.

**2. Punishments**—For lesser offenses the chief punishments consist in loss of privileges and possibly demotion in grade. Lesser offenses are not necessarily put on the official record. For the more serious offenses there are the punishment and dark cells in which men are confined, usually for only a few days, on a restricted diet. For the serious offenses such as "having a knife or using it, or cursing a guard," the strap is used in the presence of the warden and physician. However, this is done only after permission has been granted by the State Board of Control and in the presence of a member of the state board or a state prison inspector; 21 strokes is the legal limit.

## V. HEALTH

1. **Hospital**—The hospital occupies a new building designed for all types of hospital work. The capacity of 68 beds is equally divided between white and colored patients. An operating room is equipped to do major surgery and a complete X-ray equipment with fluoroscope is available. A well-stocked pharmacy and a laboratory are also provided.

2. **Medical Staff**—A full-time physician is in charge of the hospital work. The state physician inspector, an appointee of the state board, also visits the prison, making physical examinations on all new prisoners. A consulting surgeon and an eye, ear, nose, and throat specialist are also available. A dentist employed by the state gives full time to prison work. A trained inmate is in charge of the X-ray equipment. Another inmate, trained by the State Department of Health as a laboratory technician after his commitment to prison, is in charge of the laboratory. A prison-trained inmate looks after the pharmacy. Six other inmates are employed in nursing, clerical and other positions in the hospital.

3. **Medical Examination and Care**—Physical examinations are made on all incoming prisoners and blood for Wassermann, malaria, and typhoid tests is taken. A state dentist devotes full time to the work and an oculist one day or more weekly as needed.

As soon as a case of tuberculosis is discovered it is transferred to the State Tuberculosis Prison Camp at Wetumpka. All venereal cases are placed under treatment.

4. **Psychological Work**—No mental examinations are made.

5. **Commissary**—The mess hall is in a separate wing across the corridor from the kitchen. It is well lighted and ventilated and is kept in good sanitary condition. Aluminum cups and white crockery plates are used. The capacity of the mess hall is 672. A partition separates whites from blacks. The men are seated at tables all facing one way. About half of the mess tables have been replaced by new ones.

The kitchen is well kept and well equipped.

Pork in some form is the prevailing meat served. There are fewer vegetables provided than would be considered desirable in



most institutions. Inmates assigned to the food-handling departments must be free from communicable diseases.

**6. Baths**—Fifty shower baths are located in the bath house next to the laundry. The regular schedule is two baths per week during the summer and one in the winter. Men working in the commissary department and men on some special details have a daily bath period.

The laundry building is well lighted and ventilated and it is equipped with modern machinery.

**7. Recreation**—There are five acres in the recreation field. Men are allowed in the yard daily after their task is done. The cell house doors are left open on Saturday and Sunday afternoons and on holidays. A good variety of sports is promoted by the committee of inmates under a chairman appointed by the warden. All activities are financed by the contributions of visitors. Baseball games are played with outside teams.

**8. Entertainment**—Moving pictures are shown weekly and entertainers come in occasionally from the outside. The inmates stage minstrels from time to time. The only radio is in the library to which the men have access at certain hours of the day. A 36-piece inmate band gives concerts for games, minstrels, etc.

## VI. INDUSTRIES

**1. Workshops**—There are three workshops, auto-tag, cotton, and shirt factory, all of which approximate modern factory standards so far as working conditions are concerned.

On the state farms cotton is grown, ginned, dyed, woven and made into shirts. This complete process, from raising the raw material to manufacturing the finished product, is unique in American prisons today.

**2. Character**—The shirts are manufactured and marketed under contract with the Reliance Manufacturing Company. The auto-tag industry is on the state-use and the farms on the state-account basis.

**3. Employment**—On the day the prison was visited the 1257 inmates were distributed as follows:

Farms .....	157	Unassigned .....	39
Cotton mill .....	372	Special detail .....	24
Shirt shop .....	417	Maintenance .....	164
Auto-tag shop .....	9	Sick .....	43
Dairy and gardens .....	32		

**4. Vocational Training**—The industries have some vocational value, with the exception of the shirt shop which on the outside is an industry for women.

**5. Compensation**—There is no general compensation for prisoners. About 15 per cent of the men in the shirt factory produce overtime for which they receive a total bonus amounting to \$800 to \$1000 a month.

## VII. EDUCATION

**1. Library**—There is a very poor and small collection of books in the chapel. There is nothing approaching a real library. A small collection of juvenile fiction has been purchased for the younger prisoners.

**2. School**—There is an educational director for all the prison units. The only educational work, however, is a class of a dozen men learning to read and write at the prison. The library is used for this class.

## VIII. RELIGION

**1. Chapel**—The mess hall is used for chapel purposes.

**2. Chaplain**—There is a full-time and a part-time chaplain.

**3. Services**—Religious services and Sunday School are held weekly.

**4. Other Agencies**—The Salvation Army conducts an occasional service.

## IX. INMATE COMMUNITY ORGANIZATION

The inmate committee on athletics and the organization of younger inmates may give some opportunity for training in citizenship.



## X. PAROLE

(See Section on Parole under General Statement on Alabama.)

## XI. COST

(See Section on Costs under General Statement on Alabama.)

## COMMENT

(Comment on Alabama Prison System follows report on Wetumpka Hospital.)

## SPEIGNER, ALABAMA

Visited February 24, 1928.

The Speigner Camp is situated on 4000 acres of state-owned land about one mile from the town of Speigner. The prison buildings proper are on approximately ten acres and are surrounded by a 16-foot iron and wood fence. A cotton mill is located outside of the enclosure.

The present frame buildings are about five years old. One building, "T" shaped, is used for administration office, mess rooms, kitchen, bakery and prisoners' store; on the second floor of this building there are four dormitories. Running nearly parallel with this building is another, two stories high with two dormitories on each floor. There are three small buildings, one is used for commissary, storeroom, dairy, ice house and cold storage; another is used as a laundry and clothes house and the third as a place for prisoners to receive visitors. The men are housed in eight dormitories, each of which comfortably accommodates 70 men. Some of the dormitories at the time of the visit were overcrowded; most of them were neat in appearance and well arranged. Each is fitted at one end with toilets and showers of modern design and good quality. The bathing facilities are adequate and a daily bath is required.

J. H. Smith was appointed warden on February 1, 1927. He is assisted by J. P. Hannon, who was appointed deputy warden on the same day. There are 29 guards; 21 are on duty during the day and eight at night.

The salaries paid are as follows:

Warden .....	\$2700 and quarters
Deputy warden .....	1800 " "
Doctor .....	2100
Guards .....	912 to 1026

The same general regulations apply here as at Kilby and Wetumpka. The punishments consist of demotion in grade or whipping. Six or seven men a month is the average number punished.



Recreation periods are on Sundays and holidays. Baseball, football, boxing and foot races are the principal sports. They are supervised by a yard sergeant but arranged by the inmates. The equipment is supplied by the state. Movies are shown weekly and there is a piano and radio for the use of the inmates. The small hospital is adequate and appears to be well equipped.

The principal industries are farming and the cotton mill, though some road work is done. The men in the cotton mill work from 6.00 A. M. to 6.00 P. M. with one hour for dinner. Those on the farm work from sun to sun. The compensation is 15 cents a week. When the prison was visited 631 inmates were employed as follows:

Cotton mill .....	356
Farm .....	155
Highway construction .....	50
Maintenance .....	70

Religious services are held by the state prison chaplain on the fourth Sunday of each month, and by various denominations at irregular intervals.

## WETUMPKA, ALABAMA

Visited February 24, 1928.

The Wetumpka prison, located about one mile from Wetumpka, was built in 1839 and is the oldest penal institution in the state. For a number of years and until recently it was exclusively for women but both men and women are now confined here. All of the buildings are located on a five-acre site, surrounded by a wall 25 feet high. The total acreage of this unit is approximately 500 acres. Near the prison, on a hill, but under separate management, is the tuberculosis hospital.

While the buildings are not of modern construction they are in very good condition and a high standard of sanitation and ventilation is maintained. One building is used for sleeping quarters for male prisoners, storerooms, male hospital and administration office; another adjoining it for industrial shops for both men and women. The two lower floors of the sleeping section are used for housing white prisoners and the upper floor for negroes. The men's section of the workshop is three stories high and the women's section three and a half stories. Another building running parallel to the aforementioned one, at the other end of the yard, is used as a mess room for men, and a mess room for women, with the kitchen between them. There is a one-story building in which the white women prisoners are housed. A two-story building is used to house the hospital for women and as quarters for negro women prisoners. There is also a small building used exclusively for laundry purposes. It is fitted with old fashioned brick stove and huge iron pots for boiling clothes. No cells are provided, the dormitory system alone being used for all prisoners. A high wooden fence separates the recreation yards of the men and women prisoners. The dividing wall between the women's and men's workshop is of brick and is without doors or windows. There is a complete separation of the sexes. Iron cots are equipped with springs, mattress, sheets, pillow slip and blankets, which are cleaned and aired twice monthly.



The institution is under the immediate direction of W. T. Martin, warden, who was appointed January 17, 1927. At the time of the visit Mr. Martin was on sick leave and had been for seven months.

Lonnie D. Carlton is deputy warden but has been acting warden during the absence of Warden Martin. Mr. Carlton has had 18 years' experience with convicts and ten years as deputy warden. There are six guards, five day and one night. The matron is Mrs. Genia Rouse, daughter of the warden.

The salaries paid are as follows:

Warden .....	\$2400
Deputy warden .....	1320 and quarters
Bookkeeper .....	1500
Guards .....	912 to 1200 and quarters

At the time the prison was visited there were 156 white men, 10 white women, 38 negro men, 116 negro women state prisoners and six white and nine negro women who were county prisoners.

The general rules and regulations drawn up by the State Board of Administration obtain here as at Kilby and other plants. Inmates are allowed the use of the yard on Saturday afternoons after 3.00 P. M. and on Sundays and holidays. Baseball, basketball and boxing are the principal sports. Games are arranged by the inmates and all equipment is purchased by the state. Movies are given weekly and there is a piano available.

There are separate hospitals for men and women (negroes and whites segregated). The physician in charge makes a round of inspection and holds sick call daily. Visits are also made by the State Inspection Physician.

The commissary department is well arranged. The separate mess halls for men and women, with kitchen between, are fitted with long tables, the center boards of which are removable, the inmates sitting on long benches facing each other. The sanitary condition is very good. The lighting, however, is only fair and the ventilation could be improved upon. Venereal patients are required to sit in a specified place and use separate utensils. Tubercular patients are transferred to the tuberculosis hospital.

There are showers for the men and bath tubs for the women.

Inmates are required to bathe twice a week and may do so oftener if they desire. The toilets are of good quality and in excellent sanitary condition.

The industries are farming and the manufacturing of underwear and prison clothing. The underwear factory is under the contract system and the clothing industry under the state-use system. The workshops are well ventilated and lighted and appear to be up to modern factory standards. The underwear industry is on the task basis and inmates may cease work when their task is completed. Inmates work from 6.00 A. M. to 6.00 P. M. with one hour for dinner, and all receive compensation of 15 cents per week.

When the prison was visited 279 of the 335 inmates were employed as follows:

	<i>Men</i>	<i>Women</i>
Underwear factory .....	133	98 (Negro)
Clothing .....		10 (White)
Farm .....	15	
Maintenance .....	8	15

There is little educational work and attendance in the classes is not compulsory.

The chaplain conducts a regular service on the third Sunday of each month and irregular services are held by various denominations at other times. Attendance is voluntary.



## TUBERCULOSIS HOSPITAL WETUMPKA, ALA.

Visited February 24, 1928.

The Wetumpka Tuberculosis Hospital is located on top of a hill about 700 yards from the Wetumpka prison. It was built in 1912 and covers about an acre of ground.

The buildings are of frame construction with screened sleeping porches on the north side. There are ten wards in all, three for negro men, two for negro women and five for white men. The entire unit is surrounded by a wire fence about 12 feet high. There are no cells. Each dormitory is electrically lighted, well ventilated and fitted with a toilet and tub bath. There is a small laundry. Iron cots fitted with spring, mattress, pillow, sheets, pillow slip and blankets are provided for the patients. Sleeping garments are not provided.

The grounds and quarters are guarded by three sentries at night and one by day. These sentries are located in the yard. There is no guard or nurse on duty inside the building at night for emergency.

The commissary department is in good condition with separate mess rooms for each group. Cooks are furnished from the inmates. There are no workshops, practically the entire population remaining idle, and on the date the plant was visited, although it was fairly warm outside, the prisoners were huddled around stoves in their respective dormitories, with little or no ventilation in the rooms.

A part-time physician visits the hospital daily and is subject to call at such other times as may be necessary.

Religious services are held regularly once a month by the state chaplain. Volunteer religious services are held from time to time by the various denominations.

The institution is under the control of the State Board of Administration. Samuel M. Adams, the warden, was appointed July 1, 1927. His deputy is Aubrey W. Barker who was appointed Novem-

ber 14, 1927. There are four guards who receive quarters and maintenance.

At the time the institution was visited there was a total of 76 prisoners divided as follows:

White men .....	24
Negro " " .....	49
Negro women .....	3

The patients are required to bathe weekly but may do so more often if desired.

There is no recreational program and no entertainments are given.

Compensation of 15 cents a week is given each prisoner although the only work performed is of a light character.

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### COMMENT ON ALABAMA PRISON SYSTEM

Alabama has made much recent progress in its penal system. It has built a good prison plant at Kilby and has provided sufficient employment in highly profitable industries for the prisoners there. It has unquestionably the best road camps in the South. These advances are balanced in part by persisting defects, chief of which are the influence of politics on appointments and the use of outworn methods of discipline.

The plant in its general plan is one of the best in the country. It is very similar to Stillwater, Minnesota, and like the Minnesota prison it was built in accordance with a unified plan, as one construction job. The interior of the buildings is not finished as well as those at Stillwater and maintenance of a high sanitary standard is more difficult.

The type of organization for the management of the prison system is in line with those of the better organized states.

Industrially the Alabama prisons are interesting. A great farm project is being developed to employ men formerly used in the mines. At Kilby every process, from the growth of raw material to the making of the finished article, is carried on. Cotton is raised,



ginned, spun, dyed, woven into cloth and made into finished garments. Garment making is on the contract basis. Most of the inmates at Kilby and the branch prisons are used on sewing contracts. The workshops at Kilby are modern in type and construction and afford good working conditions. The garment industry unfortunately is a poor one for men. While it is better than idleness, the number used on sewing should be reduced as rapidly as other industries can be developed.

In disciplinary cases the use of loss of privileges and short periods of confinement in cells is in line with better prison practice, although the punishment cells here are quite dark. The continued use of the strap has no place in a prison system which on the whole has been as progressive as Alabama's even when unusual restrictions upon its use are set up to prevent its abuse. The state ought not to be satisfied to lag behind, using a method of punishment which experience in other states has shown to be unnecessary and which public opinion in the country as a whole no longer tolerates.

The trusty system in use in Alabama, especially at Kilby, is such as to create grave doubts as to its effect on the morale of the general population. Here is found a very large number of inmates, chosen by the officials as trusties, who are permitted unusual freedom of movement both inside and outside the walls. A number of them are privileged to visit the city of Montgomery, several miles distant, where they attend motion picture shows and eat their meals in restaurants, returning to the prison for the night. Such freedom for favored prisoners is bound to react unfavorably on the general population which is subjected to the monotonous regimen of prison life inside. Most, if not all of the ill effects, generally present in a trusty system based on selection by officials, are apparent in Alabama.

Another feature of the Alabama system that is open to serious criticism is the practice of sending white trusty prisoners along with guards and bloodhounds to trail negro prisoners who have escaped from the several prisons and road camps. The use of bloodhounds in itself is often questioned, but the use of prisoners to assist in these man hunts should not be tolerated.

There is no organized vocational education and academic instruc-

tion is negligible in quantity and scope, in spite of the fact that there is an educational director in charge of such work for the whole prison system. The one schoolroom at Kilby is excellent but more are needed if a real program is to be promoted. An interesting experiment is the separation of the younger inmates, for whom a special educational program is being formulated by an inmate. For this group a small collection of appropriate library books has been bought. The general library, however, is one of the most meager found in any but the smaller institutions.

With a modern hospital plant the highest sanitary standards should be in force. There is a noticeable carelessness in this regard in the hospital. While the prison physician is nominally on a full-time basis, he engages in outside practice which requires some of his time.

With the facilities available, a greatly improved medical service could easily be carried out in this prison. No effort is made to develop records that would be valuable in estimating the quality of the hospital service rendered. There is apparently little or no effort made to correct the defects found on entrance examination.

### Road Camps

The road camps of the state are the best in equipment, arrangement and management found in any of the states using this method of employing prisoners to any considerable extent. The authorities seem to have used the best features found in the camps of other states and eliminated most of the objectionable ones. The number of men in state road camps is not as large as in some other states but the Alabama camps are unquestionably the best.

The state has considerable authority over county camps and the law permits the counties to turn over their camps to the state. This is a move in the right direction.

### Speigner

The present frame buildings should be replaced by buildings of fire-proof construction. As this is a permanent prison, housing upwards of 600 prisoners, the state should no longer continue to use buildings that present such a great fire hazard. The tragic result of housing prisoners in buildings of this type, so recently experienced



in Ohio and Texas, shows the urgent need of properly constructed fire-proof buildings.

In view of the overcrowding in all of the prisons of Alabama additional housing space could well be provided on the grounds of this prison.

There should be an increase in the amount of compensation paid the prisoners. This is especially true at this prison which shows a large profit to the state from the labor of the convicts.

The 12-hour day is long, but is customary in outside shops in this section of the country.

The lack of educational work must be condemned. Efforts should be made to set up an educational system in keeping with the general progress now in effect in Alabama prisons.

Progress made by this state in its penal affairs gives ground for hope that the defects discussed above may be remedied. The two outstanding needs are the entire removal of the prison system from politics and a thorough humanizing of its purposes and methods.

### **Wetumpka**

The Wetumpka prison is not modern but it is kept up to a good sanitary standard.

Night clothing should be furnished all convicts.

As the dormitory system alone is used in this institution it is believed that for the safety of the inmates as well as to prevent unnatural practices, more than one night guard should be employed.

The salaries of all officials are quite inadequate. They should be increased.

The housing of jail inmates (women) with the state prisoners was brought about by a large number of counties turning all prisoners over to state control.

The general morale of this institution appears excellent. There is, however, little or nothing in the program of a constructive nature. There should be compulsory attendance at school for all illiterates.

### **Tuberculosis Hospital—Wetumpka**

This unit of the prison system of Alabama is a disgrace to the state. In construction, upkeep, lack of facilities to care properly for

the comfort of the patients, and in nearly all respects it is far below a minimum standard which should be required in caring for prisoners suffering from tuberculosis. When an official of the institution was asked for information regarding the procedure for transferring the prisoners when cured his reply was "They never go back cured because they are too far gone when sent here." This reply, coupled with the fact that the institution has only a part-time physician to look after the patients and the lack of a constructive program indicates clearly that the program consists in reality only in the segregation of tubercular patients.

It is a tragic and deplorable sight to see these sick inmates huddled around the stove with nothing to do and with nothing to keep their minds from dwelling on their physical condition. It is little wonder that escapes and attempts at escape are of frequent occurrence. The buildings constitute a serious fire menace and should immediately be replaced by modern fire-proof properly constructed hospital units. Light but interesting employment might be given many inmates. There should also be a trained personnel on duty at all times, instead of the untrained group at present employed.

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Full report of the survey of the prison camps of this state is printed by the Society in separate form.



## ARIZONA STATE PRISON FLORENCE, ARIZONA

Visited May 29, 1928.

In 1875 a territorial prison was established at Yuma. It remained there until 1898, when it was transferred to its present site near Florence.

### I. GROUND AND PLANT

The prison buildings are in a nine-acre enclosure, in about the center of which is the power house. Most of the one-story concrete buildings radiate from this center, but are not connected with it.

A modern administration building stands in front of the prison. Entrance to the yard is through a gate at the right end of this building. Houses for the warden and deputy are behind the prison.

**1. Housing**—There is but one cell house, with two tiers of cells. A steel partition, pierced with holes for ventilation, divides the rows of cells at the back. This type of construction makes plumbing possible without the usual service corridor. There are 69 cells, or units, each 9 x 7 and 6.6" high, equipped with bunks for four men. The cell house accommodates only part of the population; about 50 men sleep in the prison yard and the balance are cared for in improvised dormitories in the prison and on the farm. There is urgent need for additional cell houses or dormitory units. The cells are whitewashed and equipped with iron washbowls and toilets. The beds are supplied with moss mattress, sheets, pillow-case and blankets.

The cell house and other buildings are faulty in construction and their upkeep is a difficult problem.\*

**2. Farms**—The prison owns 900 and leases 110 acres of land; about 800 acres are irrigated and two crops a year are grown,

\* An appropriation was made by the last legislature for \$135,000 to build a 250 single cell house with all modern improvements. Construction will begin after July 1, 1929.

chiefly grain and hay. There are about 75 acres of garden crops which provide fresh vegetables for immediate consumption and canning for later use. Products of the farm may not be sold.

Permanent farm buildings have been erected recently.

## II. ADMINISTRATION

**1. Control**—The control of the prison is vested in the Board of Directors of State Institutions, which consists of the Governor, the State Treasurer and one member appointed by the Governor. The superintendent of the prison is appointed by the Governor and confirmed by the Senate.

**2. Warden**—<sup>1</sup>The superintendent is Scott White, appointed in February, 1926, for a term of two years. Mr. White had been a sheriff and had been in business but had no previous experience as a prison official.

**3. Deputy Warden**—<sup>1</sup> Thomas A. French, the assistant superintendent, was appointed in January, 1923. He was secretary to the superintendent from 1916 to 1918.

**4. Guards**—Guards are appointed by the superintendent without Civil Service examination. There are 24 guards working on eight-hour shifts. They work seven days a week, and have a two weeks' vacation annually.<sup>2</sup>

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$3000	
Asst. supt. ....	2000	
Guards .....	1440	those living at the prison are charged \$22.50 a month for board
Doctor (part time) .....	2000	
Chaplain .....	16	a month for two services
Parole clerk .....	2000	
Secretary of Board of Directors of State Institutions .....	2000	
Farm supt. ....	1800	
Engineer .....	2160	

<sup>1</sup> Lorenzo Wright succeeded Mr. White as supt., Jan. 1, 1929. Charles A. Manner was appointed asst. supt. on the same date.

<sup>2</sup> The number of guards was increased to 32 on July 1, 1929, and a matron was appointed for the women's section.



The total number of employees on the payroll is 38.

There is no pension system.

### III. PRISONERS

**1. Population**—On May 29, 1928, there were 543 prisoners. For the year ending June 30, 1929, 283 were committed to the institution. An analysis of this group follows:

#### Ages when received:

Under 20 years .....	66	30 to 39 years .....	47
20 to 24 " .....	58	40 to 49 " .....	25
24 to 29 " .....	70	50 and over .....	17

#### Nativity:

Native born .....	214	Foreign born .....	69
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Of the foreign born 66 were from Mexico, and the other three from three other countries.

#### Race:

White.....	166	Negro.....	32	Other races.....	85
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#### Education:

Illiterate .....	32	College, etc. ....	15
Common school .....	175	Self taught .....	15
High school .....	46		

**Sentences:** All are on Indeterminate sentence, except 15 on life sentence.

The method of execution in Arizona is hanging. Four men were executed during the last fiscal period.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—In order to transfer inmates to the state insane asylum it is necessary to give them a hearing before the county superior court.

**4. Women**—Since the 1926 Handbook new quarters have been built for the women prisoners between the administration building and the front wall of the prison. While this is a great improvement over the old situation the women should be removed to some state institution for women.

## IV. DISCIPLINE

**1. Rules and Regulations**—To avoid legal complications the state authorities recently drew up a printed set of rules. As a whole the new regulations are not essentially different from those previously in force. The writing of letters and receiving of visitors are limited only within reason. There is no silence rule. Newspapers and magazines are permitted when sent direct from the publisher. The smoking rule is a liberal one. In general a maximum liberty of action is allowed within the walls, provided the prisoner's conduct is satisfactory.

The rules provide for a trusty system and grant additional "good time" to those men working outside the prison without the supervision of guards. There are 151 trusties.

**2. Punishments**—For minor offenses the usual punishments are loss of privileges and "good time". Confinement in punishment cells for periods from one to ten days is given for the more serious offenses. The punishment cells are semi-dark and the ventilation and sanitation are not up to modern institutional standards. All men under punishment have access to the barred corridor in front of the cells, an unusual condition for men under punishment.

## V. HEALTH

**1. Hospital**—The hospital consists of one ward of ten beds and occupies the first floor of a building centrally situated in the prison yard. There is an operating room where needed surgical work is done. No laboratory facilities are available beyond those for making urinalyses. Food is prepared in the general kitchen and carried to the hospital.

**2. Medical Staff**—A physician devotes part time to the medical work and a dentist visits the prison one day weekly. Seven inmates are assigned to the hospital in various capacities.

**3. Medical Examination and Care**—Beyond the making of Wassermann tests no physical examination is made of incoming prisoners nor is there any attempt at the correction of defects. A dentist visits the prison one day weekly but there is no attention paid to eye conditions among the inmates.



Tuberculosis is found only as it becomes acute and when discovered the inmate is placed under treatment and given a special diet of a quart of whole milk and three or four eggs daily in addition to the regular prison food.

Venereal cases are ordinarily placed under treatment, but at the time the prison was visited the supply of drugs used in the treatment was exhausted and a new supply was not yet available.

**4. Psychological Work**—No mental examinations are made.

**5. Commissary**—The kitchen and mess hall occupy a separate building which is well lighted and ventilated. The finish of the building is such that it makes the problem of sanitation difficult. The equipment, including an electric oven, is adequate.

Men are seated at both sides of the table and talking is permitted. Three-section tin dishes are used as plates.

The garden and dairy make a satisfactory contribution to the dietary.

The diet is supplemented by vegetables from the prison farm. Bread is the only article of diet not rationed.

**6. Baths**—The showers are located in the bath house and in other parts of the prison. Two baths are required weekly but prisoners may bathe daily if they wish.

**7. Recreation**—There is a good sized recreation field for basketball, baseball and handball. Games are played with other teams both in and outside of the prison. Outdoor recreation can be conducted throughout the year. Prisoners are allowed in the yard, whenever their work permits, until sunset, and trustees are permitted the use of the yard even later.

**8. Entertainments**—Moving pictures are shown once a week on a screen in the prison yard. During the rainy season they are shown indoors. Occasional concerts and other entertainments are given by outsiders, and during the winter the inmates stage shows once a month. Outsiders are admitted and the receipts are used for athletic supplies.

## VI. INDUSTRIES

**1. Workshops**—The shops, all maintenance, are small but for the present population afford good working conditions.

**2. Character**—The only industries are the farms, flour mill and laundry. The former is on the state-use plan. At the present time the laundry is doing work for people in Florence, a temporary arrangement in the absence of a local laundry.

**3. Employment**—On May 26, 1928, the 543 inmates were employed as follows:

Laundry .....	14	Miscellaneous .....	80
Flour mill .....	4	“ “ trusties .....	14
Tailor and shoe shops.....	14	Solitary confinement .....	11
Construction and outside gang....	168	On honor .....	6
Farms and gardens .....	88	Sick and disabled .....	21
Maintenance .....	123		

Men employed outside the prison work only half a day.

**4. Vocational Training**—Some of the maintenance shops and parts of the farm work offer some opportunity for vocational training.

**5. Compensation**—There is no system of pay for inmate labor.

## VII. EDUCATION

**1. Library**—There is a rather poor library of 2300 volumes with a circulation of 50 a week. A few magazines are contributed by news dealers.

**2. School**—A small schoolroom is available but no classes are conducted.

## VIII. RELIGION

**1. Chaplain**—A large building is divided into two rooms, one of which is used as a chapel and the other as a recreation room. These rooms are well lighted and ventilated and ample in size. The construction is such that the upkeep is difficult and both rooms need repainting and repairing. The chapel is also used as an auditorium.

**2. Chaplain**—A local Protestant clergyman and a Catholic priest serve as part-time chaplains.

**3. Services**—Protestant and Catholic services are held on alternate Sundays.



## IX. INMATE COMMUNITY ORGANIZATION

For a number of years Arizona has had one of the really honest honor systems, but there is no general organization of the inmates to give training in citizenship by participation in the conduct of the affairs of the inmate community.

## X. PAROLE

Parole authority is vested in the Board of Pardons and Paroles, composed of the Attorney General, the Superintendent of Public Instructions and a third member appointed by these two. Men are eligible for parole upon the expiration of the minimum sentence. Reports are made by the prisoners to an organization or an individual. During the year ending June 30, 1928, 162 men were paroled and three declared violators and returned.

## XI. Cost

Gross cost for the year ending 6/30/28..	\$188,743.27
Earnings .....	22,255.99
Net cost .....	166,487.28
Gross per capita cost .....	371.26
Net per capita cost .....	368.80

## COMMENT

No new living quarters have been added in the last three years and the problem of overcrowding is more serious than ever. There are only 60 cells and one dormitory for a population of 541 prisoners. They are fortunately so constructed that the air passes through the partitions between cells. This facilitates ventilation, but it is not sufficient, since windows in the buildings are the usual small ones found in this climate. The buildings are of rough construction and proper upkeep and sanitation are difficult. Living conditions are distinctly crude.

The grounds outside the walls are kept in excellent condition.

A heavily shaded plot of ground around the hospital, inside the walls, makes its location more pleasant than any other part of the prison. The officers' quarters on top of the administration building are an excellent addition to their facilities.

The most significant thing about the prison is still the prevalence of idleness. There is little for the men to do except maintenance work, although the farm and garden work has been expanded recently to provide worthwhile employment for a larger number of men. Probably 50 per cent of the population have only part of a day's work. The remainder of their time is spent in the yard or in making souvenirs for sale. Idleness and semi-idleness produce many problems of discipline and are bound to result in deterioration rather than improvement.

The prison is so situated that it cannot profitably become an industrial prison even if this were desirable. It seems probable that the commercial interests which have repeatedly balked the establishment of a cement plant to be operated by prisoners will continue to be successful in thwarting this plan to provide employment and produce revenue. The prison will undoubtedly have to rely on farm work for expansion of its means of employment. Prisoners might be used in the construction of state roads as they are so successfully in California, Michigan and several other states. If a real development of farm and road work were made possible for the prison its most serious problem would be largely met.

In spite of the idleness the morale of the institution seems good. The administration appears intelligent in its methods of discipline and attempts to make life within the prison as nearly normal as possible. There is an honest honor system applying to the men who work outside. It appears to be more genuine and effective than most similar systems elsewhere. The type of punishment cell in use, however, is inconsistent with the general spirit of the prison. These cells are unsanitary and badly ventilated. Ordinary cells in a decent isolation section have been found in other prisons equally effective and far more desirable for disciplinary purposes than the "dog hole" type once generally used.

New quarters for the women have been built. They are a great improvement over the old but they are too near the men's section



and the women's activities are necessarily greatly limited. It is a well-recognized principle that women have no place in an institution designed primarily for men.

There is no educational work in spite of the large number of prisoners who are not literate in English. A study of the educational program at San Quentin would be profitable. The services of the State University or state educational authorities should be enlisted to make a survey and formulate a program.

The hospital work is quite crude in character. There is little continuity in the service of physicians due to political and other causes. The physician in charge had served eight months, but was retiring the week after the prison was visited. The absence of physical examinations permits the introduction of troublesome skin diseases and similar conditions.

More attention should be paid to the treatment of eye trouble, especially as the prison is located in the Arizona desert where there is much intense sunlight and dust.

The general sanitation of the hospital and of the entire prison was not satisfactory. Part of this may be due to lack of adequate legislative appropriations, but with the large number of idle men in the prison, it would seem that the housekeeping of the institution should be above criticism in every respect.

The rule that only spoons may be used for eating in the mess hall makes for a monotony of food variety. A large range is provided in the kitchen which could be used for a number of cooking purposes, if full table equipment were permitted the inmates.

This is one of several small prisons in the country that do not lack humane and interested officials, but are handicapped by a near-sighted legislative policy of indifference or neglect.

## ARKANSAS PRISON SYSTEM

Visited March 3 & 4, 1928.

The General Assembly of Arkansas made an appropriation for the establishment of a prison in December, 1838, on a site near that of the present state capital. "The Walls," completed in 1910 at Little Rock, is merely a receiving institution. Only about 100 men are kept there for the manufacturing of clothing and keeping records of the prison system. The major part of the prison population is held on farms.

The general management of the state prison system is in the hands of a board of five members which meets each month and whose members are appointed by the Governor for terms of from one to five years, the chairman having a five-year term. The chairman of the board gives a great deal of time to the affairs of the penitentiary, especially to the business problems involved in the large farming operations. The members of this board now in office are:

W. S. Atkins, Hope, Chairman  
Oscar Wilson, Russellville  
R. E. Lake, Gould  
L. A. Pryor, Searcy  
James Lawhorn, England

The entire penitentiary is under the supervision of a superintendent, A. H. Reed, who is responsible to the Board of Managers. He has sole authority to employ or discharge help, including wardens, but gives a written report to the Board of Control as to the cause of discharge. The superintendent's headquarters are at Tucker Farm.

Each farm is in charge of a warden who acts both as custodial officer and as farm superintendent.

The Tucker farm contains 4380 acres of which 3200 are under



cultivation. This farm is used primarily for white prisoners, though at the time it was visited, in addition to three units for the 696 white men, one was used for 119 negroes.

The Cummings farm has 7000 acres of which 5000 are under cultivation; 541 negroes are quartered on this farm.

The farm for women is under the management of another board; the Board of Control for the penitentiary now has no authority over this farm.

The men are housed in large wooden dormitories. Just inside is a corridor a few feet wide extending around the building. Inside the corridor is a cage-like dormitory made by using wooden two-by-fours. The dormitories are fairly well lighted and ventilated. Each man has a cot bed and a box for personal effects. At one end of the cage is a battery of showers, lavatories and toilets. While the construction is a bit crude the sanitary condition, as a whole, is quite good. Probably the most serious objection to this method of housing is the fire hazard involved in wooden buildings.

The mess hall is clean, light, and well ventilated. The tables are covered with table cloths and heavy china dishes are used. Men are seated at both sides of the tables and talking is permitted during meals. All cooking is done on ranges.

The Tucker farm was the only one visited by the Society's representatives, but it was stated officially that the housing units here were duplicated in all of the units on each farm. There are four such units on the Tucker farm and three on the Cummings farm.

All of the guarding is done by inmates. One or two patrol the place at night and a certain number of men are allotted for work in the fields. It was stated by officials that since this method of guarding had been adopted there were fewer prisoners trying to escape, fewer men shot while trying to escape and, as a whole, the discipline was better than when the state had paid guards.

The superintendent receives a salary of \$3000 a year, the warden \$2400, the doctor \$1800, the storekeeper \$1200, and the deputies \$900, and all receive quarters and maintenance.

The following data, taken from a memorandum report, is given in regard to the population of the prison system of the state for

1927. While these figures do not reach the same total they probably give a fair picture of the prison population for the year.

#### Ages when received:

Under 20 years .....	159	40 to 49 years .....	137
20 to 29 " .....	482	50 and over .....	42
30 to 39 " .....	237		

#### Nativity:

All but six were born in the United States.

#### Race:

White .....	669	Negro .....	499
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#### Education:

Illiterate .....	351	High school .....	96
Grammar school .....	724	College .....	9

#### Sentences:

Under 5 years .....	1107	Over 20 years .....	18
Bet. 5 and 10 years .....	72	Life .....	29
" 11 and 20 " .....	38		

The method of execution in Arkansas is electrocution. Three were executed in 1927.

Men on the farms receive one month "good time" the first year, two months the second year, three months from the third to the ninth and after that each year counts as two. Men are allowed furloughs for illness in the family and a considerable number are given furloughs at the holiday season. The possibility of securing these furloughs is a big factor in maintaining discipline among the men on the farms. The rules as a whole are comparatively few in number and general in nature.

The only method of punishment used is the strap. At the Tucker farm, where there were 805 prisoners at the time visited, it was stated that about two men a month were punished.

The hospital at the Tucker farm consists of a ward with 22 beds. A room adjoining can be used for operations in case of emergency, but in general, major operations are sent to Pine Bluff. Cases needing X-ray examination are also sent to Pine Bluff Hospital twenty miles distant. There is a full-time physician who visits each of the four camps daily. An inmate looks after the hospital in his absence.



There were no hospital facilities at the walled prison at Little Rock, as all prisoners are sent to either the white or colored farm as soon as received. The physician at Little Rock now examines all incoming prisoners and reports his examination to the doctors at the respective farms. The hospital at the farm is equipped only with beds and is heated by a stove. Meals are furnished to the patients from a kitchen adjoining the hospital building.

There is no physical examination on incoming prisoners and only those cases are given treatment that develop acute symptoms. No dental or eye supervision is provided.

Cases of tuberculosis are usually pardoned if they develop serious conditions. Otherwise they are kept at the camp, given eggs and milk in addition to the regular diet, and the treatment continued as long as they remain.

There is no mental examination.

The inmates are engaged in farm work and as there is a large truck garden and dairy on the farm, the diet appeared to be ample for their needs.

Aside from a few men at the walled prison who make clothing for the prisoners, the only real industry is the farm operation. The chief crop is cotton, though large amounts of corn and hay are raised for farm stock, and garden products are raised for institutional use.

The libraries in the various prison units are little more than small collections of gift books. The Jefferson County librarian is cooperating with the authorities in putting library work at Tucker Farm on a proper basis.

The Prison Board last year asked the State Department of Education to develop a program of educational work in the prison system. During the past year school work was conducted from October to March at Tucker Farm. All work was voluntary but considerable interest was developed. The work was primarily for illiterates and extended through the fifth grade. There was an average enrolment of 40. A woman Deputy State Superintendent was assisted by six inmates. It is planned to extend the work to one of the negro farms and to increase its scope at Tucker Farm. The service of local teachers will be enlisted.

During the year ending December 31, 1927, there were 468 men paroled, and 175 men released on indefinite furloughs.

When the present board took over the management there was a \$228,000 operating deficit on the prison system of the state. The board at the time the prison was visited stated that the deficit was being reduced and that the prison system should soon be operating at a profit.

### COMMENT

The prison system of this state is more nearly comparable to those of Louisiana and Mississippi than to that of any other state in the country. As in these states, the prisons are farm units and the practice of using inmates extensively as guards is in vogue in all three.

In Arkansas the number of acres worked, per inmate, is considerably less than in Mississippi. A little over 50 per cent of the penal population is usually made up of people from farms, for whom this type of institution and of work appears to be better adapted to their needs than an industrial institution would be.

The fire hazard is the most serious criticism of the housing situation. As these farms are owned by the state, brick or concrete structures should be erected to take the place of the old wooden structures. With modern fire-proof buildings it would be possible to maintain a sanitary standard which would be above criticism. By using inmate labor on construction during the period of the year when the requirements of field work are least, it would be possible to build satisfactory barracks of a permanent type, at a comparatively small cost. The experience of Texas and Ohio in the past year illustrates the grave danger of wooden buildings with barred exits in case of fire.

The receiving station at Little Rock might well play a more effective part in the system if the medical service were developed more fully. Without complete physical examinations at the receiving stations, men may be passed on to the farms with communicable diseases.\* Wassermann tests, vaccination for typhoid and diphtheria and a thorough physical examination should be made,

\* The authorities now state that a more careful examination is given.



before the men are transferred from "The Walls," to the farm units. The purpose of releasing men who are seriously ill with tuberculosis is commendable, but precautions should be taken to prevent their becoming sources of infection in the community to which they go.

The health officer of a county in which one of the farms is located, in cooperation with one of the prison physicians is making a study of methods of controlling malaria. This is an interesting arrangement and promises to be of considerable practical value to the state.

Dental service should be provided at the receiving station and at the farms. The state might well have a full-time dentist to cover all units.\* The whole medical service needs a reorganization and standards should be raised to a higher level.

While the discipline, as a whole, does not appear to be harsh in spirit or in its administration, the form of punishment used, the strap, is one which public opinion the country over no longer accepts. Experience of other states in handling a similar population has proved it to be unnecessary. North Carolina officials state that since abolishing the use of the strap the morale has improved, the men work better, and there are fewer cases of discipline. Arkansas might well follow the example of North Carolina and other states in this respect.

The system of using prisoners for guards is one that should not be judged on a purely theoretical basis or condemned arbitrarily. Officials stated frankly that they had had serious difficulties under the present system, but they had also had serious difficulties when paid guards were employed. They stated that their records show that the present system is more satisfactory than when paid guards were employed. The authorities permitted the Society's representatives to mingle freely with the men. The guard question was discussed with a considerable number of prisoners. Some of them said that they had been confined in other prisons where civilian guards were employed, but that the guard system here was as satisfactory to them as it had been in other institutions. After talking to the men

\* The Board is now planning to employ a full-time dentist to look after all inmates.

who work under prisoner gun guards, the Society's representatives went into the dormitories of the guards and talked with them. If there was any feeling of resentment on the part of "main line" men they were not conscious of it. They stated that a short time ago they had been in the line themselves and then had no feeling toward the guards. One factor in the working of the guard system is doubtless to be found in the fact that 50 per cent of the men are sentenced for but one year, 11 per cent for two years, and less than three per cent receive life sentences. About half of them are from farms in the state. Such men are more interested in getting their time served and earning release and are therefore probably easier to guard than the professional criminal. The latter, while present, is found here in much smaller numbers than in most states. It would require extensive study to estimate the actual results of such a system of guarding. The dangers of this practice are obvious and a heavy burden of proof rests on the defense of the system.

The beginning of an educational program on one of the farms for white prisoners, under the auspices of the State Department of Education, has significance for all southern states. It should be given adequate support and should be extended as rapidly as possible to the remaining farms. Good libraries are a necessary part of such a program. Provision for instruction in farm, dairy and poultry work could be worked out with the aid of other state agencies. Fifty per cent of the prisoners come from farms; many might profit by good courses of a vocational rather than an academic nature.

The farms are a large business enterprise and need continuity of management such as they have not always had. The present authorities appear to be getting good results from the farm operations but it should be recognized that in addition to being a business project the farms constitute an important social enterprise of the state as a whole. Good business administration in such an enterprise is commendable, but if the prison system is to serve the state effectively, the human element must be given increased recognition. Having demonstrated capacity to administer the institution's business affairs, this board should be able to enlist the public opinion of the state for expanding the educational and medical service and making the whole prison system more constructive.



## STATE PRISON FOLSOM, CALIFORNIA

Visited June 5, 1928.

The construction of the state prison at Folsom was begun in 1879. The first inmates were transferred from San Quentin in 1880. The choice of the site appears to have been determined largely by the presence of rock for quarrying purposes.

### I. GROUND AND PLANT

The administration building, the original cell houses, school building and walls are made of granite taken from the prison quarry. In a central yard are the recreation field and band-stand. The main buildings are built on three sides of the yard. The administration building is at some distance from the prison entrance. The warden's residence and quarters for guards' families are outside the walls, the most attractive group of guards' homes found in any prison visited. The walls enclose about 40 acres.

1. **Housing**—There are two cell houses, one the original and the other of a more modern type. The construction of an additional cell house was begun early in 1928. The old cell house contains two parallel cell blocks on either side of a central corridor which is lighted by skylights. The square, barred openings of the cell house are not closed and there has never been any provision for heating the cells.

The 325 cells are 8.6" x 6.6" and 8.6" high, on two tiers. An extension in which there is but one cell block has been added to one end. In this there are 70 cells, also on two tiers, measuring 15 x 6 and 8 feet high. The majority of the cells are equipped with double-deck bunks. In the larger ones three or more men are housed. The standard equipment is a bed, mattress and blanket. The plumbing arrangement consists of openings in the sewer between the old cell blocks and the extension, into which the cell buckets are dumped. Considering their age the cell blocks are kept in good sanitary condition.

The doors are solid iron and were originally constructed with only a few air holes, but a system of forced ventilation was installed a few years ago.

The new cell house of concrete contains 512 cells on four tiers. Each cell is equipped with a good toilet, washbowl and double-deck bunk, though the cells were planned for but one person. The new cell house is an improvement on the old one in its provision for heat and better lighting and ventilation.

2. **Farm**—A well-developed prison farm covers about 1300 acres. All the produce is used at the prison.

## II. ADMINISTRATION

1. **Control**—The State Board of Prison Directors is responsible for the general administration of this institution. (See section on Control in report on San Quentin Prison.)

2. **Warden**—Court Smith was appointed warden in March, 1927, for an indefinite term of office. Mr. Smith had 26 years of experience as sheriff and police executive.

3. **Deputy Warden**—The captain of the guards (deputy warden) is C. A. Larkin, who was appointed in June, 1924. Except for two years in the army he has been employed at the prison since 1915.

4. **Guards**—The 85 officers and guards are appointed by the warden. They work on a ten-hour schedule seven days a week, and are given a vacation of 15 days each year. Dormitories are provided for single guards and quarters are given the married men at \$6.00 per month, including light and water.

5. **Salaries**—The salaries paid are as follows:

Warden .....	\$5000	quarters and maintenance
Deputy warden .....	3600	
Guards .....	1080	to 1200 with allowance of \$25 a month for food, and quarters at \$6.00
Chief clerk .....	3300	
Doctor .....	3000	
Dentist (part time) .....	1500	
Chaplain .....	600	
Farm supt. ....	1500	
Steward .....	1500	



There are 130 employees on the payroll of the prison.

There is no pension provision, but all officers and guards are covered by the State Compensation Insurance Fund.

### III. PRISONERS

**1. Population**—On June 5, 1928, the date the prison was visited, there were 2,201 men on hand. The following analysis is given of the 2201 inmates in the prison on September 12, 1928:

#### Ages when received:

Under 20 years .....	35	30 to 39 years .....	661
20 to 24 " .....	400	40 to 49 " .....	354
25 to 29 " .....	585	50 and over .....	166

#### Nativity:

Native born .....	1827	Foreign born .....	374
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The foreign born were from the following countries:

Canada .....	37	India .....	10
China .....	15	Italy .....	31
England .....	16	Mexico .....	137
Germany .....	28	Russia .....	15
Ireland .....	17	15 other countries .....	68

#### Race:

White.....	1954	Negro.....	203	Other races.....	44
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#### Education:

Illiterate .....	73	High school .....	137
Grammar school .....	1959	College .....	32

#### Sentences:

No. on Indeterminate Sentence .....	900		
“ “ Determinate “ .....	1301		
Up to 5 years .....	492	Bet. 31 and 40 years .....	8
Bet. 5 and 10 years .....	594	Over 40 years .....	12
“ 11 and 20 “ .....	559	Life .....	477
“ 21 and 30 “ .....	53	Awaiting execution .....	6

Execution in this state is by hanging.

**2. Classification**—There is no system of classification.

**3. Insane**—Prisoners adjudged insane are transferred by order of the Superior Court to the state hospital.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The printed rules of this institution are the same as at San Quentin. There is no silence system. As there is no fire hazard smoking is permitted almost everywhere in the prison. Little restriction is placed on letter writing and visits. Tables are used to separate prisoners from their visitors and in the case of drug addicts screens are used for this purpose. Magazines and books published outside the state of California may be received when sent directly from the publisher. Tobacco, candy, toilet articles, some underclothing, safety razors, sheets and pillow cases and numerous other articles may be purchased through the commissary department.

**2. Punishments**—The usual punishments are loss of recreation privileges or of all privileges, loss of "good time" (by action of the prison directors), confinement in a punishment corridor in the old cell block called the "back alley", on a bread and water diet, or in the dungeon if the punishment corridor is filled. The usual period is ten days, but this is often extended in the case of persistent offenders. After the first ten days the bread and water diet is broken by one full ration a week. The "back alley" contains regular cells which are semi-dark but not badly ventilated. Sometimes two men are confined in one cell. The dungeon, generally used for condemned men only, contains several ordinary but rather gloomy cells. Men under punishment have no beds, but sleep on mattresses with blankets on the floor. "Making little ones out of big ones" (stone breaking) is also used as a disciplinary measure.

#### V. HEALTH

**1. Hospital**—The hospital is located between the administration building and cell block and has a capacity of 42 beds. There is an operating room in which major surgery is done, X-ray equipment with fluoroscope, and laboratory facilities for doing urinalyses. The equipment is well suited to its uses.

**2. Medical Staff**—There are two full-time physicians attached to this prison although there was a vacancy in the assistant's position



at the time the prison was visited. A dentist spends half time in prison work and an oculist devotes two days monthly. In addition 12 inmates are assigned to hospital work in various capacities.

**3. Medical Examination and Care**—Physical examination is made on all incoming prisoners, Wassermann tests are taken and typhoid and smallpox vaccine administered. Defects found are corrected as far as the facilities permit.

All inmates have teeth cleaned annually, a civilian dentist spending half time in prison work. The eyes of all inmates are examined and needed corrective lenses furnished.

Mild cases of tuberculosis remain in prison but serious cases are transferred to San Quentin prison. All venereal cases are placed under treatment.

**4. Psychological Work**—There is no routine mental examination.

**5. Commissary**—There are two mess halls, one on either side of the kitchen. Men are seated at tables facing one way. The general sanitary condition of the mess hall appeared better than when the prison was visited for the 1926 Handbook. The kitchen and bakery building and equipment are old and quite inadequate for the present population. Both need a thorough remodeling, new equipment and adequate forced ventilation. The bakery has never been supplied with a dough-mixer. Considering the size and age of the buildings the general sanitary condition is perhaps as good as can be maintained.

The dietary is oversupplied with protein food and lacks green vegetables. Beans are served at every meal and potatoes frequently. Other vegetables are served rarely except in stews. Usually a spoon is the only equipment allowed for eating, although knives and forks are permitted for some forms of food.

The kitchen is poorly ventilated. Large numbers of flies are found in the kitchen as well as throughout the cell blocks.

**6. Baths**—The bath house contains 28 showers and a pool 20 x 50 feet. There are additional showers in the prison yard for the various details. The regular bath schedule is one a week but commissary workers bathe more frequently.

**7. Recreation**—There is space for recreation in the main rectangular yard surrounded by the prison buildings. The principal sport is baseball but some handball is played. Funds for recreation are supplied by interest on prisoners' money which is assigned to the Library and Recreation Fund.

Men are allowed the use of the yard one hour a day in the summer, on Saturdays from noon till 4.00 P. M., and on Sundays and holidays from 8.00 A. M. to 2.15 P. M.

**8. Entertainment**—No moving pictures have been shown since the serious trouble in the institution in 1927. There is a good prison band. Inmates have charge of the celebration on July 4th. Occasional lectures are given, but no outside shows are brought in. There is no radio for the general population.

## VI. INDUSTRIES

**1. Workshops**—There are no industrial workshops.

**2. Character**—The quarry is run on the state-account plan and the farms on the state-use plan.

**3. Employment**—On the date the prison was visited the industrial distribution was as follows:

Quarry .....	1,100	Tailor and shoe shops .....	75
New construction .....	400	Laundry .....	25
Outside " .....	100	Maintenance details .....	306
Farms, dairy and other work outside the walls .....	195		

**4. Vocational Training**—The new construction work and some phases of the farm work offer opportunity for vocational training. The quarry, to which over one-half of the men in the institution are assigned, has no real vocational value.

**5. Compensation**—There is no compensation for any work done in the prison. Men in the road camps receive \$2.10 a day, from which is deducted the cost of their maintenance. This includes food, clothing, transportation, salaries of guards and the rewards and other costs incident to apprehending men who escape from the camps. The maximum net compensation allowed is 28 cents a day. The compensation is paid by the State Highway Department, which also



supplies equipment and foremen. Men in road camps also receive extra "good time."

## VII. EDUCATION

1. **Library**—The large room in which the library is located serves also as a gymnasium, schoolroom and assembly room. Prisoners have access to it at certain hours of the day, but no facilities for reading are provided. There is a fairly good library of 10,000 books, somewhat damaged during the 1927 riot. The Sacramento public library donates both books and current magazines. There is no regular appropriation for new books and none have been purchased in recent years. The circulation is about 5,000 a month. There are 84 copies of 38 current magazines subscribed for and a large supply is contributed by news dealers. The prisoners may obtain books on loan from the State Library.

2. **School**—No classes have been held since the riot of November, 1927. Classes will reopen in September, 1928. When the school closed 294 men were enrolled in classes extending through the sixth grade, with a few more advanced courses. The state law makes education compulsory for those lacking sixth grade education. The assembly hall is used as a schoolroom.

3. **Other courses**—The University of California extension courses are used here but there are no funds to supply students with textbooks and the work is much more limited than at San Quentin. There are 160 men taking 188 courses. All educational work is supervised by a director who receives the salary of an ordinary guard.

## VIII. RELIGION

1. **Chapel**—A small chapel used exclusively for religious purposes is in the yard near the end of the new cell house. It is well lighted and ventilated.

2. **Chaplain**—There are two chaplains, Protestant and Catholic, on part time.

3. **Services**—Protestant and Catholic services are held on alternate Sundays.

4. **Other Agencies**—Services are sometimes conducted by the Salvation Army, and by representatives of the local Episcopal church.





men to escape. The sending in of the militia produced a situation in which the rioters, armed with one lone automatic, were besieged by hundreds of militiamen. The occurrence is significant in that it illustrates the methods which powerful states often employ. Instead of correcting conditions which cause riots they too often apply drastic and spectacular methods in quelling them and then settle back, presumably to await the next one.

In spite of the continued efforts of local officials and of the board of prison directors to establish industries here, the prison is little more than an idle-house. A rock crusher has been installed in the quarry and 1100 men are assigned there at work which might possibly employ 200. The reiterated statement of the prison directors may well be quoted: "The essays at industrialization at San Quentin have been farcical; the complete failure of any such efforts at Folsom—tragic." The farm and road work are both excellent but cannot employ more than a fraction of the steadily increasing population. The state could profitably establish here a plant to make auto license plates and road markers, as so many states have done. The prison's nearness to the state capital might give it preference over San Quentin in this respect. Such an industry employs very few men, but it is only one of the many industries that might be developed to manufacture articles on the state-use and state-account bases, if powerful interests in opposition did not have their way.

The plant is well kept for the most part, although the ancient cell blocks are difficult to keep clean. They belong to an age that has passed, yet in some of the larger cells six or seven men are quartered. The cells of the oldest cell house are dark and cold, as they have solid doors and the windows are unglazed. The newer parts of the prison, including the modern cell house, represent a great improvement. The two new mess halls are fairly satisfactory but the kitchen and bakery need a thorough renovation and new and additional equipment.

An excellent library building, with facilities for school work, is so located that it is easily accessible from the cell houses. There is more educational work here than in most prisons but the program falls far below that of San Quentin. The main need seems to be for

a more highly trained director and funds for textbooks to be used in connection with extension courses.

While in general the institution was clean, there were too many flies both in the kitchen and cell blocks. Sawdust cuspidors found at frequent intervals within the cell block corridors were swarming with flies. Flies also had free access to toilets in the corridors of cell blocks. Attacks of dysentery and similar diseases in the past indicate a lack of fly control.

A more liberal use of green vegetables should be made in the diet.

The practice of bringing men in from the farms at night is not followed in most prisons. The possibility of smuggling arms and other contraband was demonstrated in the 1927 riot. Quarters outside the walls might well be provided for the farm detail here. Congestion inside the prison would be somewhat relieved if this were done.

The bad effects on health and morale of overcrowding and idleness are lessened to some degree by the increased time granted for outdoor recreation.

In spite of all the difficulties under which this prison labors the discipline does not seem especially repressive. The officials appear to be genuinely interested in progress. However, the policy of the state with regard to Folsom is short-sighted, and the prison can never be a constructive factor until forward-looking legislation is passed. Given one thing, freedom from idleness, this prison would increase its effectiveness immeasurably. There is danger in any state having a prison of this type that the legislature will think "anything is good enough for Siberia." California cannot afford to perpetuate conditions destructive of even those men it appears to deem not possible to save, and productive of danger at all times.



## CALIFORNIA STATE PRISON SAN QUENTIN, CALIFORNIA

Visited June 1 & 2, 1928.

California's first prison was located on a barge at Vallejo in San Pablo Bay. The prison was established at San Quentin in 1851. The institution was on the lease basis until 1855, when its management was taken over by the state.

An elaborate building program was stopped in 1912, after the new commissary building and one cell house were completed and the outside wall of another cell house erected. Work was begun again in 1926, a second cell house was completed in 1927 and another will be ready for occupancy in 1929. On the completion of the latter the institution will have an up-to-date commissary department and three modern cell houses.

There are 21 acres within the prison walls.

### I. GROUND AND PLANT

**1. Housing**—In the two new cell houses the cells are 10.6" x 4.6" and 7.6" high.\* In one the 800 cells are arranged on four tiers; in the other the 450 cells are on five tiers. A toilet of good quality, wash-bowl and double-deck bunk with mattress and blankets, is the standard equipment. The windows are quite narrow. As a whole the sanitary condition is good.

The four old cell blocks are not unlike those in most old prisons, but no cell house was ever erected over them. The doors of the cells are solid iron with a few holes or slots for ventilation. The cells vary in size. Those originally intended for but one man now house two. There are 24 "tanks," or cells, which house from three to five men, and five cell-like rooms with from 15 to 25 men in each. None

\* Since the prison was visited an east wing has been completed containing 570 cells, and another wing is being added for guards' quarters and office space.

of the cells in the old building has plumbing. A double-deck bunk with mattress and blankets and a toilet bucket constitute the equipment. There is no provision for heating these cells. A system of forced ventilation was installed in 1920; up to that time there was no ventilation worthy of the name.

**2. Farm**—The state owns 400 acres of land, of which only a few acres are tillable. The amount of produce raised is quite inadequate for a prison with so large a population.

## II. ADMINISTRATION

**1. Control**—The State Board of Prison Directors has general control of the institution. The members of the Board are as follows: C. L. Neumiller, Stockton, Pres.; Will F. Morrish, Berkeley; Julian H. Alco, San Francisco; Henry Eickhoff, San Francisco.

**2. Warden**—James B. Holohan was appointed warden in July, 1927. He had previously been a sheriff, state senator and United States Marshal.

**3. Deputy Warden**—The usual duties of the deputy in this institution are divided into two offices—captain of the yard and captain of the guards. The captain of the yard has charge of discipline and of assignment of inmates to work. The captain of the guards has charge of the guard forces.

J. H. Carpenter was appointed captain of the yard in 1927. He had 25 years' service in this institution prior to his appointment.

James Bludsoe was appointed captain of the guards in 1927.

**4. Guards**—There are 132 guards, appointed by the warden. They work 11 hours a day. Some are allowed one day off a week, others one day in two weeks, and all receive 15 days' vacation. Single men are given meals and dormitory quarters. Married men are supplied with houses at \$5.00 per month and are given a board allowance of \$25 a month. Khaki uniforms are worn by all the guards.

**5. Salaries**—The salaries paid are as follows:

Warden .....	\$6000	quarters and maintenance
Captain of yard .....	3000	
Captain of guard .....	1800	
Guards .....	1200 to 1400,	board and room or \$25 per month in lieu of board and room



Head matron .....	1620	
Matrons .....	1200	board and room or \$25 per month in lieu of board and room.
Chief clerk .....	4000	
Doctor .....	4200	
Dentist .....	1500	
Educ. and Relig. Director .....	2100	
Chaplain (part time) .....	600	
Shop foremen .....	2100 to 2400	
Farm supt. ....	1500	
Commissary officer .....	2700	
Steward .....	1620	
Parole officer .....	3600	(State Office)

There is no pension provision but all officers and guards come under the State Compensation and Insurance Act.

### III. PRISONERS

1. **Population**—Including men carried on the prison records but employed on the roads, this institution had 4363 inmates on May 31, 1928.\* The following data are given for the 1846 inmates received during the year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	167	30 to 39 years .....	415
20 to 24 " .....	551	40 to 49 " .....	199
25 to 29 " .....	409	50 and over .....	105

#### Nativity:

Native born .....	1415	Foreign born .....	431
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The foreign born were from the following countries:

Canada .....	24	Mexico .....	228
China .....	15	Russia .....	13
England .....	18	Other countries .....	92
Italy .....	41		

#### Race:

White.....	1644	Negro.....	134	Other races.....	68
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\*In Aug., 1929, the number had increased to 4909, including about 650 in road camps.

**Education:**

Illiterate .....	119	High school .....	451
Grammar school .....	1167	College .....	109

**Sentences:**

No. on Indeterminate Sentence .....	1376
“ “ Determinate “ .....	46
“ “ Life “ .....	424
Up to 5 years .....	233
Bet. 5 and 10 years .....	463
“ 11 and 20 “ .....	624
“ 21 and 30 “ .....	9
Over 40 years .....	47

The method of execution is hanging. Three were executed in the above period.

**2. Classification**—In a prison as seriously overcrowded as this no system of classification is practicable. All old men, however, are quartered in the section formerly used for women prisoners.

**3. Insane**—Mild cases are kept in the prison for treatment, others are transferred to the State Hospital, by a legal procedure the same as for the commitment of free citizens. “Crazy alley,” a fenced-off section between two of the old cell blocks, which formerly was used for some insane prisoners, is no longer in use.

**4. Women**—The erection of an institution for women outside of but adjoining the prison proper has been completed since the 1926 issue of the Handbook. The new building contains rooms, not cells, for 104 inmates, hospital facilities, a commissary department, laundry and a common workroom which is also used for recreation and assembly purposes. It is surrounded by a heavy wire fence.

This building as a whole is extremely well lighted and ventilated and a high standard of sanitation is maintained throughout. It is still officially a part of the San Quentin Prison for Men; the captain of the yard has authority over the discipline and the prison doctor and chaplain also serve here.

The head matron is Miss Josephine Jackson. She has four women assistants.

On the day the prison was visited there were 105 women prisoners.



The flag industry employs six of the inmates and 11 are used in the laundry. There is no industry for the population as a whole. The women give their time to individual fancy work and to the making of articles for sale at the institution.

Smoking is permitted.

Taking the women from their old quarters inside the prison wall is a marked improvement, but the type of building erected is not at all in line with new institutions for women in states where the cottage plan has been developed.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules and regulations for the institution are adopted by the State Board of Prison Directors. The rules are few in number and general in nature, for the most part only those necessary for handling a large body of men in a greatly restricted area. Each inmate receives a booklet containing the rules, explanation of "good time" allowed and other information.

There is no silence system in force and the restrictions on letters and visits are slight. Smoking is permitted in the cells and in the yards at certain periods of the day. In the jute mill and several other shops there is a 15-minute smoking period twice a day. On account of the fire hazard manufactured cigarettes are not allowed, but the men are permitted to roll their own. All newspapers, except California papers, are permitted. Purchases are allowed from the regular commissary list up to \$8.00 per month. This list contains a wide variety of articles.

Gun guards are used inside the prison; two are stationed in the jute mill and one on a raised platform in the mess hall.

**2. Punishments**—Punishment for lesser offenses is loss of extra tobacco, yard time and letters. For more serious offenses from 30 to 70 days "good time" is taken away. For the most serious offenses men are confined in one of the punishment cells, of which there are 14. These cells are dark and have no plumbing, but a forced ventilation system has been installed. Men under punishment are given one pound of bread and an unlimited quantity of water to the seventh day when they receive one full meal, and one full meal a day for four days thereafter. These cells are a relic of ancient days. The

prison authorities have planned for new punishment quarters in the new building to be erected as soon as possible.

## V. HEALTH

**1. Hospital**—Medical and hospital work in this prison is developed to a high state. While the hospital building is old and has long since been outgrown, a large amount of reparative and reconstructive surgery is carried on. The hospital proper has a bed capacity of 30, and on the roof accommodations have been prepared for 50 tuberculous patients.

There is a fully equipped operating room in which all types of major surgery are done, complete X-ray equipment with fluoroscope, and a laboratory that does both bacteriological and chemical clinical work.

**2. Medical Staff**—The staff consists of a medical director and two assistants, all on a full-time basis, a dentist who gives half time to the work and 26 inmate helpers in various capacities.

**3. Medical Examination and Care**—Each prisoner is given a physical examination, Wassermann tests are made, and typhoid vaccine administered. Those found with defects are given appropriate treatment as soon as possible. Venereal cases are placed under suitable treatment.

Inmates with tuberculosis are placed in the tuberculosis ward on top of the hospital and are kept there as long as they remain in prison, or until their disease is arrested. The regular prison diet is supplemented with milk and eggs. Tuberculous patients from this prison and also those from Folsom Prison receive treatment here.

The dental service is complete and recently a five-year research into the causes of pyorrhea was completed in connection with the University of California. Five inmates are trained in dental prophylaxis and cleaning. These men care for a large number of the inmates each month.

An optometrist visits the prison one day weekly and refracts the eyes of those desiring his services.

The prison physician has for years been treating selected cases with testicular gland substance. A marked improvement is reported in the mental and physical condition of many inmates so treated.



An average of 64 drug addicts have been treated annually in the hospital. Immediate and complete withdrawal with suitable supporting treatment is the method employed. Uniformly good results are reported.

**4. Psychological Work**—No routine mental examinations are given and it is only as symptoms develop that such cases are examined.

**5. Commissary**—The buildings housing the kitchen, mess hall and bakery were erected in 1912. The prison mess hall, the largest in the country, seats 4275 men. The tables are unfinished hardwood and so arranged that all the prisoners face one way. Tableware is of aluminum and tin. The kitchen and bakery are well arranged and completely equipped. The ceilings are high, and skylights add to the supply of light. The construction of the entire commissary department makes possible a satisfactory standard of sanitation. A gun guard is seated in a raised gallery.

The diet at this prison shows a high protein content due to the large place that beans hold in the variety of foods served. Meat is served daily at the noon meal and beans in some form are served at every meal. Cooked fruit of some kind is usually served semi-weekly.

Sanitary conditions in the kitchen were satisfactory with the exception that there were too many flies. The toilet and washroom used by the kitchen help, while clean, was not screened and was visited freely by flies.\* The bakery was in need of additional ventilation.

**6. Baths**—The bath house, located under the industrial building, is inadequate in size and does not come up to a single standard of a modern institutional bath house. One bath weekly is required but men may secure the privilege of additional baths on application. Kitchen and commissary men bathe daily.

**7. Recreation**—There are several yards for recreation purposes. There is a large baseball diamond in one and space is available in another for handball and other sports. Men who have completed their task are allowed in the yard from 2.30 P. M. until 4.00 P. M. on weekdays. The general hours for recreation are on Saturdays from 2.00 P. M. to 4.00 P. M. and on Sundays and holidays from

\* This room has since been screened.

7.00 A. M. to 3.00 P. M. A prisoners' committee acting under the sergeant of the yard has general charge of the recreation program. Baseball games are played with outside teams. Money for recreation purposes is secured from the sale of old paper and from donations.

**8. Entertainment**—The serious overcrowding of the institution necessitated taking over the room formerly used for movies for dormitory purposes.

The prison orchestra plays every day at the noonday meal, but the program of entertainment as a whole is very limited. The radio is connected in the section for old men, the tuberculosis ward, and the women's department.

## VI. INDUSTRIES

**1. Workshops**—The jute mill is located in a one-story brick building. The other industries are housed in a four-story building which is not modern in any respect and constitutes a grave fire hazard.<sup>1</sup>

**2. Character**—All industries are on the state-use or state-account basis.

**3. Employment**—On the date the prison was visited the 4363 inmates were employed as follows:

Jute mill .....	1109	Quarry .....	94
Highway construction .....	479	Print shop .....	28
Furniture shop .....	279	Tin shop .....	14
Road work .....	174	Garden and farm .....	127
Tailor shop .....	164	Maintenance .....	1588
Shoe shop .....	102	Idle and sick .....	125
Machine and foundry .....	80		

**4. Vocational Training**—New construction work and a few of the shops offer some opportunity for vocational training, though the industry using the largest number of men, the jute mill, with its antiquated machinery, can give none.

**5. Compensation**—There is no compensation paid to men working in the shops; men in the road camps receive \$2.10 a day,

<sup>1</sup> Fire-doors have since been installed.

See statement re industrial development in warden's statement at end of comment.



from which is deducted the cost of their maintenance. This includes food, clothing, transportation, salaries of guards and the rewards and other costs incident to apprehending men who escape from the camps. The maximum net compensation is 75 cents a day. The compensation is paid by the State Highway Department, which also supplies equipment and foremen. Men in road camps also receive extra "good time" one day out of three.

## VII. EDUCATION

**1. Library**—There is a good library of 12,000 books with an additional collection of high grade text-books, more complete than that of any other prison. The sum of \$5000 has been spent in the last two years, for the most part on text-books needed in university courses; 2000 books of this type have been purchased in the last year. The State Library also loans books. The circulation is about 5000 volumes per month. Books are sent to the women's section and the road camps. A large number of magazines and newspapers is contributed; no state papers are allowed. There are no individual catalogues; men come to the library counter. The library is in the room in the hospital building used by the educational department.

**2. School**—The educational work here is more extensive than that in any other American prison. It is entirely voluntary. The day school gives instruction in the first eight grades and a variety of special subjects, and the evening school in other special subjects. Correspondence courses form the major part of the educational program. These are of two types: those supplied by the prison itself through the Letter Box School, and more advanced courses supplied by the Extension Division of the University of California, free of charge. The Letter Box School uses university courses but the papers are corrected by the prison educational staff. The course enrolment is as follows:

Letter Box School .....	725
University Extension Division ...	438
Total in correspondence classes..	1163
Day school .....	463
Evening school .....	61

This enrolment represents 1200 to 1300 individuals.

Of the university extension courses 422 are in academic subjects and 16 in agriculture. About 90 different courses are represented.

The only rooms available are the combination chapel and library, which seat only 250, and a small, inadequate room under a shop building. The use of 15-watt bulbs in the cells handicaps cell-study. Money has been appropriated for a \$100,000 school building, which will give the school and library adequate quarters and will provide an auditorium.

All educational work is in charge of the Educational and Religious Director, who is a trained school executive. His staff, which numbers 40 inmates, includes 32 teachers and assistants in the correspondence work. They are unpaid. They are trained in technique by the director.

## VIII. RELIGION

**1. Chapel**—The chapel and library occupy part of one floor of the hospital building. The chapel is well lighted, but seats only about a quarter of the population. The unusually large number of services held, however, makes the small seating capacity of the chapel a less serious handicap here than it would be in most prisons.

**2. Chaplain**—The religious and educational director has general charge of religious services. There is also a part-time chaplain.

**3. Services**—The Sunday schedule includes regular Catholic and Protestant services. Other services are conducted by representatives of various religious groups. Saturday services are held for those of Jewish faith.

**4. Other Agencies**—The Salvation Army and Volunteers of America hold occasional services.

## IX. INMATE COMMUNITY ORGANIZATION

The use of a committee of inmates to help handle the recreation program is a recognition at least of the principle of inmate organization, but its development up to the present time hardly offers scope for any real training for the responsibilities of citizenship.



## X. Cost

Gross cost for the year ending	
6/30/28 .....	\$1,050,530.43*
Earnings .....	49,935.16
Gross per capita cost .....	.77

## XI. PAROLE

Parole authority is vested in the State Board of Prison Directors. In the year ending June 30, 1928, 250 prisoners were discharged, 847 paroled, 109 declared violators and 83 returned for violation.

## COMMENT

As noted in the 1926 Handbook, San Quentin is preeminent among American prisons in three respects: its educational work, its road work and its medical program. It still falls behind many others in its physical plant and its industrial program in spite of the continued efforts of the State Board and local officials to correct these shortcomings.

Since the last Handbook one cell house has been completed and a second is under construction. These will provide a total increase of 1250 cells but the problem of overcrowding will be then only partially solved, for the building program is years behind population growth. It becomes increasingly apparent that California must consider establishing a third prison, preferably in the vicinity of Los Angeles. San Quentin has already grown far too large and a large percentage of its prisoners are being brought with heavy transportation costs from southern California. This state, moreover, has no reformatory for men.

While the yard at San Quentin is badly cut up and the different ground levels make routine administration difficult it would be possible to go far toward modernizing the plant. The four archaic cell blocks, known as "tanks," should be replaced by modern buildings and the old wooden shops, which constitute a most serious fire

\* This includes construction cost of \$210,219.95.

hazard, should also be replaced by modern fire-proof shops. All of these could be built with inmate labor at greatly reduced cost. The last few years have seen some marked improvements in the plant but for many years there has been no steady program of reconstruction.

The industrial program grows each year more inadequate. All that can be said for most of the industries is that they keep part of the inmates partly busy part of the time. The jute mill, which employs 1100 men, is treadmill labor that can be justified only on the ground that it is better than idleness. The machinery is 45 years old, of an obsolete foreign make. In this mill, as in the other shops, most men finish their work early in the afternoon and there is semi-idleness through much of the day. The need of a real industrial development is here, as at Folsom, the crying need of the prison.

The development of road work is in refreshing contrast to the above conditions. About 638 men are building good roads at some distance from the prison. They are under a pay system which is unique, each inmate being paid wages from which he supports himself and pays his share of the camp expenses. This is valuable training for the inmates and it has proved profitable to the state. A farm program should be developed with the same vision. Prison farms can be successfully operated at some distance from a prison, with trucks to bring produce to the institution.

Educational work here can well serve as an example to every other American penal institution. A very high grade educational and religious director, cooperated with by the University of California Extension Division to the fullest extent, has demonstrated that educational work can be successfully carried on with prisoners even under great handicaps. The expenditure of a liberal amount on text-books has also been a vital factor in the progress made in the last three years. The erection of a new \$100,000 school building, for which money has been appropriated, will remove the worst handicap from which the school suffers. Improvement of the lighting system in the prison would provide adequate lights in the cells. Those now in use are so small that the cell-study program is affected. The plan to extend educational and library work to the road camps should receive every encouragement.



During the 30 months preceding February 1, 1928, while the population was increasing 31 per cent, enrolment in educational work increased 103 per cent. The University reports that in its extension division San Quentin students average a higher grade than outside students. During one period of two months there was only one failure in 2228 papers returned. Such figures are evidence of what an educational program can accomplish, even when judged by outside standards.

The medical work at this prison is organized on a research basis to a greater extent than in any other prison. This has been made possible largely because of the continuous service of the physician who has been in charge for 15 years. Large numbers of inmates have asked for surgical treatment which indicates the confidence they have in the hospital staff. The research work being carried on is giving promise of value to the general medical profession.

While the prison is greatly overcrowded, thus handicapping efforts to maintain the highest sanitary standard, it should be possible to obtain satisfactory sanitary conditions without recourse to such strong disinfecting solutions as were found in use at the time the prison was visited. The air in the cell houses was quite irritating to the eyes and throat due to the large amount of chloride of lime that had been used in the cleaning solutions. With the large numbers of idle men available it should be possible to keep the buildings clean by a more liberal use of soap and water.

The monotony of a bean diet could be varied by the use of a few green vegetables which grow so plentifully in that vicinity. Raw green foods were noticeably absent from the menu.

The isolation of tuberculous inmates on the hospital roof is a commendable procedure. Here they have some exercise space and sufficient separation from the other inmates to insure their protection.

Facilities provided for the care of the eyes are not in keeping with other features of the hospital work. An optometrist only examines the eyes of inmates and fits glasses. Doubtless many cases of eye pathology are missed by this procedure which would be recognized if the work were done by a qualified oculist.

The most conspicuous addition to the plant is the new women's

section just outside the walls. It is an excellent building but is already overcrowded and plans are being discussed for creating an entirely separate institution for women at some distance from the men's prison. This is unquestionably desirable and is in line with recognized modern practice. Turning over the women's prison to the medical department for a hospital would give that department the facilities it needs.

A ward of seven beds together with an operating room and treatment booths for venereal cases is found in the new women's prison. An inmate trained nurse is in charge of this department, the other personnel being the same as that of the men's prison adjoining.

The punishment cells in the main prison are very bad and the punishment period is longer than in most prisons, but the discipline does not appear over-repressive. Others have found it just as effective to use shorter periods of confinement in punishment cells that are adequately lighted and ventilated. The hours of outdoor recreation are not as great as in most other prisons. In an overcrowded prison without sufficient work outdoor exercise becomes especially necessary, because of its effect on health and morale.

Most of the shortcomings of this prison can not be charged to the local officials. It is interesting to note, in passing, that the wardens of both California prisons are of the political faith opposite to that of the Governor appointing them, and politics can hardly be said to be the dominant factor. In many features this prison resembles those of poor and unprogressive states. There is need of a constructive legislative policy, which local officials and prison directors should work out with a legislative committee, before California can take pride in this prison. Because of its history, its size, and the importance of the state itself, San Quentin has more than local significance. It should display, throughout its plant and program, the excellence for which some of its departments are known.

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In August, 1929, Warden Holohan gives the following information in regard to recent industrial developments:

"During the past two years we have purchased from a firm in Scotland over \$200,000 worth of new machinery to replace the old



machines which have been used in this mill. We will also, within the next two years, purchase sufficient machinery to reequip our mill completely with the most modern of textile machines, which will give the men employed in this industry very good working conditions.

"We also have plans for completion within the next six years, of a new jute mill building of steel and concrete. This building will cost about \$400,000 and when finished will be one of the most up-to-date buildings of its kind in this country. This building will measure 308 feet wide by 451 feet long, and, with walls included, will cover about four acres of land.

"This building was designed with the idea of bettering the working conditions of the prisoner himself and will give him clean air and proper light. There will be 268,000 square feet of glass for lighting purposes, on roof and sides, with spacious room on floor, with instruments for regulating the temperature of the atmosphere. The air in this building will be changed every 2½ hours. This mill will be known as a six set mill and will employ 1300 men.

"The California Farm Bureau is back of this project as this industry is for the benefit of the farmers in this state and will save them thousands of dollars every year.

"Nearly all young men who are sentenced to San Quentin are assigned to the Jute Mill. The majority of them have never been previously employed where discipline was the rule. Being without any technical knowledge as tradesmen, and former participators in crime where social restraint is an unknown factor, it is obvious that unusual methods must be employed to curb their propensities toward a continuance of their criminal and unleashed desires. Hence, they are assigned to the jute mill.

"Here they are taught discipline and self-control. It is of the utmost importance that young prisoners be taught self-control and self-discipline during the first twelve or thirteen months of their imprisonment. They are given a task to perform which requires several hours steady work each day, and teaches them the need of complying with the policy of the law which they have heretofore disregarded.

"It also fits them for various other departments and shop work where more skilled labor is required. The discipline learned during

their first year at the jute mill has frequently kept the moral and industrial life of the camps and other departments at a very high and commendable standard.

"When the workers have completed their mill task, they are encouraged by prison officials to enroll as students with the University of California. Through their extension courses—which are all free to state prisoners—they are able to equip themselves mentally, socially and otherwise for the day of their release. Some of the best work in the field of literature and other arts has been demonstrated through graduates of the jute mill."



## COLORADO STATE REFORMATORY

### BUENA VISTA, COLORADO

Visited June 9, 1928.

The Colorado State Reformatory was first established at Buena Vista in 1889. It is located in a mountain valley just east of Tennessee Pass, far from the chief centers of population.

#### I. GROUND AND PLANT

The institutional buildings are situated in a plot of seven acres surrounded by a high wire fence similar to those used around industrial plants. Outside the enclosure are the administration building, homes for the warden and deputy, farm buildings and a state fish hatchery.

**1. Housing**—There is but one house, in which the 108 cells, 7. x 6. and 7.6" high, are built on three tiers. The cells are now equipped with iron toilets and water faucets. Each cell is lighted with a 25-watt bulb.

All of the beds are supplied with straw mattress, sheets and pillow case. Some have springs and others the old strap iron for support. Considerable latitude is given the inmates in decorating and equipping their cells.

There is one dormitory in a room adjoining the mess hall, in which 40 men are housed. The bed equipment is the same as in the cells. The toilet facilities are built in one corner of the room and as a whole are not adequate for the number of men. The ventilation and lighting are good. The construction of the buildings makes the problem of housekeeping difficult.

**2. Farm**—The state owns and leases some 4500 acres, of which about 700 are in crops and the balance used for grazing. Part of the products of the dairy, piggery, stock farm and gardens are used at the institution but the farm is run as an industry and most of the produce is sold.

## II. ADMINISTRATION

**1. Control**—The institution is under the general management of the Colorado State Board of Correction, composed of three members. This is the only state in which the board members giving part of their time are paid a definite salary and serve under Civil Service appointment. The members are: Charles J. Moynihan, President, Helen L. Grenfell, Vice President, and Frank S. Hoag, Secretary.

**2. Warden**—The warden, R. L. Shaw, was appointed under Civil Service November, 1927, for an indefinite term. Mr. Shaw had formerly served in the institution for 11 years as deputy warden.

**3. Deputy**—Fred F. Curtis was appointed deputy in September, 1915, and has been with the institution continuously for over 14 years.

**4. Guards**—Twenty-five guards are appointed by the Civil Service Board. The regular guards work on eight-hour shifts and the farm men 10 to 12 hours. The guards are given one day off every two weeks and a vacation of two weeks a year. The guard mess serves three meals daily.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$2500	quarters and maintenance
Deputy .....	2100	" " "
Chief clerk .....	2100	
Guards .....	1080 to 1320,	and maintenance
Doctor (part time) .....	1000	
Dentist .....	Paid for work done	
Machine and tractor man .....	1920	
Farm supt. ....	1500	
Steward .....	1500	
Chaplain (part time) .....	1000	

The total number of employees on the payroll is 28.

## III. PRISONERS

**1. Population**—On June 9, 1928, the day the prison was visited, there were 182 men.



Following is the analysis of the 316 inmates received during the biennial period ending November 30, 1928.

**Ages when received:**

Under 20 years	152
20 to 24	160
25 to 29	4

**Nativity:**

Native born	286	Foreign born	30
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Of the foreign born 15 were from Mexico and the balance from seven other countries.

**Race:**

White	305	Negro	11
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**Education:**

Illiterate	92	High school	87
Grammar school	129	College	8

**Sentences:** All are on Indeterminate Sentence.

**2. Classification**—There is no scientific method of classification.

**3. Insane**—When a prisoner is adjudged insane he is taken before the judge of the county in which he was sentenced. On his order he is transferred to a state hospital or to the section for the insane at the state prison.

## IV. DISCIPLINE

**1. Rules and Regulations**—There is no formidable set of rules and the regulations as a whole are only those necessary in any institution. The men are divided into grades based on conduct. They enter in Grade *B*, and are advanced or reduced in grade according to conduct. The grade they are in determines the number of marks given which in turn determines largely the date of their release. *A* men are given from 120 to 125, *B* men from 90 to 110. The men who are in *C* grade receive no marks.

There is no rule of silence at any time. The inmates may smoke at any time outside of working hours, anything except cigarettes. One regular letter a week is permitted, though permission for special

letters is secured quite easily. Magazines, newspapers and books may be received either from the publisher or from the homes of the inmates. Visits are held in the deputy's office. The specified time for a visit is an hour, but no real restrictions are made on the visits of the immediate families of the inmates. The men are permitted to purchase through the clerk certain kinds of tobacco, candy, etc., to the amount of 75 cents a week.

**2. Punishments**—For most offenses men are locked in their cells without tobacco or reading matter and given time to "think it over." The diet is not always restricted though it may be in some cases. Screen cells are sometimes used for the more serious offenders.

## V. HEALTH

**1. Hospital**—There are no hospital facilities here. Space originally intended for this purpose has been converted to other uses.

**2. Medical Staff**—A local physician visits the institution on call.

**3. Medical Examination and Care**—Sick men are treated in their cells. Cases needing surgical operation are sent to the State Prison Hospital at Canon City. On admission new prisoners are examined and Wassermanns made. Venereal cases are placed under treatment. A local dentist visits the prison when called and the physician examines the eyes of inmates on complaint. There are no known cases of tuberculosis among the inmates at this time.

**4. Psychological Work**—No psychological work is done.

**5. Commissary**—A good mess hall is situated on the ground floor with the kitchen in a wing on one side and the bakeshop in a similar wing on the opposite side. The men are seated at tables facing both ways. The mess hall is adequate in size and well ventilated. New mess tables planned will improve the mess hall very materially. The kitchen and bakery are well arranged and equipped, with the important exception of a dough mixer in the bakeshop.

The diet seemed well suited to the inmates' needs. Milk from the prison dairy was served for two meals daily. Whole wheat bread and farm products were used generously.

**6. Baths**—The bath house is situated in a room adjoining the laundry. The number of baths is adequate but the schedule provides



but one bath a week for the general population and two a week for the men in the machine shop and kitchen.\*

**7. Recreation**—The regular recreational periods are only on Saturdays, Sundays and holidays. Baseball, boxing and basketball are the principal sports. The gymnasium provides for winter recreation and more time is available during the winter months than during the summer when the labor of the inmates is needed on the farms. Recreation is organized and supervised by an officer of the institution.

**8. Entertainment**—The inmates stage several shows a year which are given both to the prisoners and occasionally in Buena Vista and nearby towns. The institution has no equipment for movies or radio.

## VI. INDUSTRIES

**1. Workshops**—There are no industrial workshops aside from such maintenance shops as the garage, small tailor shop and the laundry.

**2. Character**—The only industries of the institution, aside from the maintenance work are connected with the farming and ranching. The products of the farms and ranches may be either used in the institution or sold on the open market.

**3. Employment**—On May 31, 1928, the distribution of the 191 inmates was as follows:

Ranch	42	Maintenance	66
Farm	34	Sick, idle and locked up	18
State and City work	6	Miscellaneous	19
Construction	6		

**4. Vocational Training**—The work of the farm and ranch and some of the maintenance details give some opportunity for vocational training.

**5. Compensation**—There is no system of compensation for work done.

\* Since the prison was visited a shower has been installed in the inmates' kitchen and also in the dormitory, permitting these men to bathe daily. Bathroom and bathing facilities have been installed in all camps.

## VII. EDUCATION

1. **Library**—There is a small but very good library of 1200 volumes in the schoolroom, to which men come to select books. A large number of new books has been bought from the maintenance fund. The traveling collections from the State Library are also received. The weekly circulation is 75 to 100 books.

2. **School**—Nine men, all but one of whom are Mexicans, are enrolled in a voluntary class for illiterates studying the three R's. Classes meet from 12.00 to 2.30 P. M., five days a week throughout the year. The principal is a prisoner transferred from the penitentiary for this duty.

## VIII. RELIGION

1. **Chapel**—The chapel, located on the second floor over the mess hall is adequate in size and well lighted and ventilated.

2. **Chaplain**—A part-time chaplain is employed.

3. **Services**—Services are held weekly.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men for the duties of citizenship.

## X. PAROLE

The State Board of Correction acts also as the parole board and meets at the institution every three months. Inmates are eligible for parole usually after  $7\frac{1}{2}$  months. They are paroled to individuals and report by letter.

During the year ending November 30, 1928, 345 were paroled, 23 declared violators and 23 returned for violation.

## XI. COST

Gross cost for the year ending 11/30/28.	\$127,065.81
Earnings .....	28,325.89
Gross per capita cost .....	347.17
Net per capita cost .....	1.94



## COMMENT

There has been considerable improvement in the physical plant during the past few years. This is especially true of the mess hall, which is now well painted and well kept. The unsightly wooden fence has been replaced by a new wire fence and the grounds have been put in better order. One of the buildings is very old and should be replaced but the remainder of the plant is in satisfactory condition. A barn is being made over into an administration building, which is badly needed.

The combination of cell house and dormitory here is very good. The dormitories should be equipped with shower baths and additional toilet facilities.

In spite of the fact that the population has grown somewhat, employment has been found for practically all the inmates. Farm and ranch work employs most of the population. Men are trusted at considerable distances from the institution with satisfactory results. The work is worth while from the standpoint of both vocational and character training.

The discipline is not unduly repressive and the gun guard has been removed from the mess hall.

Certain factors that affect morale have not been neglected. There is, for example, a good gymnasium which is invaluable during the winter months. During the summer, however, the recreation hours outdoors are more limited than in most institutions. There is no daily recreation for most of the men. Morning and evening parades to colors are held. The amount of military drill is sufficient only to make this parade orderly.

There is a small but exceptionally good library, which is greatly aided by loans from the state library. The school work is so limited as to be almost negligible. It is badly needed for inmates of reformatory age and should stress a coordination of vocational and academic instruction. The aid of state educational authorities should be enlisted in formulating a program.

The building erected for a hospital is used for almost every purpose except that for which it was intended. Most institutions find it wise to keep the hospital equipped and in order for routine

uses and for such emergencies as contagious diseases. The building here, called the hospital, is not a hospital in equipment or upkeep or in anything except name.

The practice of transferring men to and from the State Penitentiary is followed. An inmate school teacher, for example, was transferred from the penitentiary to the reformatory to take charge of educational work. Men may be transferred from one institution to the other as their services are needed or on the basis of conduct.

In summary, this reformatory seems to be furnishing valuable training in the type of work which many of its inmates may pursue after leaving. An expansion of its educational work and recreational program would do much to promote its aims. The institution should have its own parole officer as supervision of young offenders on parole is of primary importance. The problem here is quite different from that at the penitentiary.



## COLORADO STATE PENITENTIARY CANON CITY, COLORADO

Visited June 11, 1928

Colorado State Penitentiary was established in territorial days in the early seventies. Part of the original prison, with later additions, is now cell block Number One.

### I. GROUND AND PLANT

The warden's house stands on one side and the principal keeper's on the other. In front of the prison, separated from it by a state highway, stretches a park of several acres. The farm buildings and rock quarry are behind the prison.

1. **Housing**—The cells vary in size but all are larger than the average cell built at that time. The cells in all three cell blocks were originally without plumbing but in recent years running water, toilets and electric lights have been installed. The sanitary condition of cells and cell blocks is fair. The trustees are housed in a cell block comparatively new and different in construction. The cells are in tiers on either side of the building. Bath and toilet facilities are not in the cells, but grouped on each tier. A reading room is located in the open space between the lower tiers. Trustees are not locked in until nine o'clock. Though this cell block is not old the sanitary conditions are about the same as in those of the cell house built in territorial days.

2. **Farm**—The state owns extensive gardens near the prison and has leased one farm a few miles from the prison and a large ranch of 5200 acres south of Pueblo. The products of the gardens, dairy and piggery back of the prison and the farm near the prison are used largely by the institution. The large ranch is run as an industry.

### II. ADMINISTRATION

1. **Control**—The board of control consists of three members. They are on a part-time basis and are appointed under Civil Service

law with a salary of \$100 a month. The following members constitute the board: Charles J. Moynihan, Montrose, President; Helen L. Grenfell, Denver, Vice President; Frank S. Hoag, Pueblo, Secretary.

**2. Warden**—F. E. Crawford was appointed under Civil Service law in December, 1927. He was for 18 years an employee of the prison, most of the time the chief clerk.

**3. Deputy**—William Green was appointed deputy May 1, 1928. He has been for 25 years an officer and guard in the institution.

**4. Guards**—There are 103 guards, appointed under Civil Service. They work eight hours a day with a day off every third week. A two-week vacation is given and where necessary a two-week sick leave is allowed yearly.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$2500	quarters and maintenance
Deputy .....	2040	quarters and part maintenance
Chief clerk .....	2100	
Guards .....	1140	and 1200
Doctor (part time) .....	1200	
Dentist .....	Paid	for work done
Oculist .....	"	" " "
Shop foreman .....	2400	
Supt. of farm (Out dept.) .....	2000	
Steward .....	1860	
Educational director (6 mos. of year) .....	1500	
Chaplains .....	1000	
Parole officer .....	1200	and expenses

The total number on the payroll is 115.

There is no pension provision.

### III. PRISONERS

On June 11, 1928, the date when the prison was visited, there were 1129 prisoners. The following analysis is given of the prison population for the period beginning December 1, 1926 and ending August 31, 1928:

#### Ages when received:

Under 20 years .....	19	30 to 39 years .....	282
20 to 24 " .....	183	40 to 49 " .....	140
25 to 29 " .....	213	50 and over .....	89



**Nativity:**

Native born ..... 792      Foreign born ..... 134

The 134 foreign born were from the following countries:

Mexico .....	82	Canada .....	9
Russia .....	12	18 other countries .....	31

**Race:** (Data not available.)

**Education:**

Illiterate ..... 45      Read and write ..... 881

**Sentences:**

No. on Indefinite Sentence .....	4
"    "    Determinate .....	65
"    "    Indeterminate .....	857

Up to 5 years ..... 744

Bet. 5 and 10 years ..... 132

    "    11 and 20 " ..... 25

    "    21 and 30 " ..... 7

Life ..... 16

Executed ..... 2

Execution is by hanging. Two have been put to death in the period covered by this analysis.

**2. Classification**—There is no scientific classification of inmates.

**3. Insane**—Insane prisoners are held on one floor of the hospital which stands in a separate yard adjoining the prison. This is certainly not a desirable arrangement so far as the general population is concerned and is not in line with better prison practice today. Provision should be made for the insane men in a wing of a state hospital.

**4. Women**—The 37 women prisoners are housed in a building situated in a separate yard adjoining the prison. They have their own kitchen and mess hall but are taken over to the regular chapel for religious services and entertainments, where they sit in the gallery.

Aside from the general maintenance work there is no regular industry for the inmates. The head matron and three assistants are responsible to the warden for the handling of this group. Provision should be made for caring for the women prisoners in a separate institution or in connection with some women's institution in the state.

## IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence system. Two regular letters and two special letters are permitted monthly. Magazines, books and newspapers may be received direct from the publisher. Visits are permitted twice a month, most of them held in the office of the deputy warden. Smoking is permitted in the cells and the yard but not at work except in one part of the tag shop. Purchases of tobacco, candy and toilet articles and some kinds of clothing are permitted, to the extent of \$2.50 a week.

Over 500 of the 1129 prisoners were trusties when the prison was visited. They are chosen by the warden and deputy after getting all the data available on the man, both from his conduct inside and from correspondence with acquaintances outside. The trustyship carries with it 15 days a month "good time" for men working on the farms and ranches, and ten days for all those in and about the prison.

**2. Punishments**—The use of the ball-and-chain and strap have been discontinued. The warden states that he has no intention of using either of them. There are three dark cells in which the men may be confined for the more serious offenses. Four screen cells are used for certain types of offenders. For most offenders loss of privileges is the punishment used. This institution is one of the few still using gun guards in the mess hall.

## V. HEALTH

**1. Hospital**—The hospital has a capacity of 24 beds and occupies the second floor of a building separated from the main prison yard by a stone wall. The first floor is used for insane prisoners. An exercise yard adjoins the building. The operating room is equipped for major surgery but there is no X-ray equipment. Urinalysis and microscopic examinations are made in the laboratory. A diet kitchen serves the patients and attendants.

**2. Medical Staff**—A part-time physician and a dentist, also part-time, comprise the professional staff. A guard is in charge of the hospital and 14 inmates are assigned as helpers.



**3. Medical Examination and Care**—A physical examination is given each incoming prisoner, Wassermann tests are made, and smallpox and typhoid vaccine administered. A local dentist spends two days weekly at the prison and in his absence an inmate extracts teeth. Eye service is provided only on complaint. Tuberculous prisoners are cared for in special wards, their diet being supplemented by eggs and milk. Venereal disease treatment is given when needed.

Women prisoners are usually treated in their own rooms, although there is a two-bed ward available. The physician visits the women's department regularly.

**4. Psychological Work**—No psychological work is done.

**5. Commissary**—The mess hall, located between the regular cell blocks, is adequate in size. Though the ceiling is high ventilation is not good, and lighting is inadequate. The men sit in rows all facing one way. Talking is permitted at table. The kitchen as a whole is not up to modern institutional standards. The bakery is adequate except that modern machinery for dough mixing is needed. Considering the construction and overcrowded condition of the prison a good standard of sanitation is maintained in the commissary section.

**6. Baths**—The bath house is located in a building one side of which is a back wall of the prison. The only openings are small windows on one side. There are 40 showers and one tub. The bath schedule for the regular population is one a week and two for commissary men and those on dirty work. In the trustees' cell house there are baths on each corridor available daily.

**7. Recreation**—The space available for recreation is small but the men are given the freedom of the yard when not engaged in work on week-days and on Saturday afternoons and all day on Sundays and holidays. The inadequacy of the space now available will be remedied as soon as a new recreation yard, on which men are now working, is completed. Even in the present space the men play baseball, handball and quoits. Funds for the equipment are secured from the library and recreation fund, which is made up by a charge of 25 cents to visitors.

**8. Entertainment**—Movies are shown twice a month. Lectures and outside entertainments are given occasionally. There is an unusually good prison band.

## VI. INDUSTRIES

**1. Workshops**—The two shops, mostly for maintenance purposes and the making of inmates' clothing, are housed in buildings which, while not up to modern factory standards, provide good working conditions for the small number of men employed.

**2. Character**—The auto-tag shop is the only real industry inside the prison. This is for state use. The rock from the quarry back of the prison is sold, and the large farm at some distance from the prison is also run as an industry.

**3. Employment**—The industrial distribution of the 1129 prisoners on June 11, 1928 was as follows:

Road camps .....	155	Farm and ranches .....	168
Stone and lime quarries .....	73	Sick, cripples and mental cases....	65
Blacksmith shop .....	24	Women .....	37
Tailor shop .....	20	Maintenance details .....	442
Auto-tag shop .....	61	Lying-in cells .....	64

**4. Vocational Training**—A few of the maintenance shops and some phases of the farm work offer some opportunity for vocational training.

**5. Compensation**—There is no cash payment to inmates for work done.

## VII. EDUCATION

**1. Library**—There is a good library of 10,000 volumes with a weekly circulation of 1,900 books. Thirty-five copies of 16 current magazines are subscribed for, several later being bound. Especially good covers are put on the magazines. The library fund is derived from visitors' fees.

**2. School**—Educational work is not compulsory but progress in school is related to parole. A school covering the eight grades meets in the chapel from 12.30 to 3.30 P.M. five days a week, from October to April. It is in charge of a civilian on a part-time basis. The enrolment is 90. The school has opening exercises daily and graduation exercises. On Friday afternoons the school holds an open forum in which the prisoners participate.



Nearly 50 men have purchased correspondence courses but this work does not come under the educational department.

### VIII. RELIGION

1. **Chapel**—The chapel, located over the mess hall, is fairly well lighted and ventilated but is quite inadequate for the present population. It is used for religious services, entertainments and also for the school.

2. **Chaplain**—There is a full-time and a part-time chaplain.

3. **Services**—Services are held weekly.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train men for the duties of citizenship.

### X. PAROLE

The State Board of Control acts also as the parole board. Men are eligible for parole on expiration of the minimum sentence. The parole agreement is signed by both the warden and the Governor. The Governor alone signs papers in cases of executive clemency.

### XI. Cost

Gross cost for the period 12/1/26 to 8/31/28	\$552,560.55
Earnings from industries and ranches...	50,875.51
Net cost	501,685.04
Daily gross per capita cost	0.2838
Daily net per capita cost	0.7480

### COMMENT

Many significant changes have taken place in this prison since the 1926 Handbook. Under the present administration the disciplinary methods which were a disgrace to the state have been definitely aban-

done. This change of policy brings Colorado into line with other prisons of its type. It is to be hoped that the storm and stress period is over and that the prison can now settle down to a period of progress.

Any such progress, however, must be slow until the problems of increasing overcrowding and idleness are met. With the population steadily growing, almost complete curtailment of the road work has taken place. The seriousness of abolishing road work cannot be overemphasized. This was one of the few features of its prison program of which Colorado could justly be proud. It had excited attention throughout the country. The interests which have caused its curtailment should not be allowed to prevail. Such work can be profitable to the state and beneficial, both physically and morally, to the prisoners. The administration is also faced with the prospect of closing a profitable cannery which has supplied excellent work for a number of inmates. Canneries are being successfully operated at other prisons and the one here should be continued. The auto-license plate plant is a valuable addition to the industries, but it employs comparatively few men.

The decrease in road work has been partially balanced by marked expansion in the farm program. This should be continued. A combination of farm and road work with adequate industries would largely solve the problem of this prison, which should never be thoroughly industrialized, as Colorado is not primarily a manufacturing state.

The increase in population makes the need of more cells imperative. The building now being used as a dormitory would be satisfactory if properly equipped. This should be done without delay.

More room would be made available by the transfer of both the insane prisoners and the women prisoners to other institutions. It is recognized that neither group should be confined in an institution of this type. Their present quarters would be useful for special groups such as the old and disabled, the chronic trouble-makers or the trusties.

The housekeeping of the hospital department leaves something to be desired. There is a minimum of professional supervision over the



hospital and its activities which is reflected in the upkeep of the department.

With the lack of opportunity for adequate exercise following the evening meal, it would seem advisable to provide the heavy meal at midday rather than at night.

While facilities for housing the insane prisoners are fairly commodious and their exercise space ample, there is need for some form of occupational therapy for those able to engage in it.

A plot of ground suitable for outdoor exercise is being enclosed. This will be a valuable addition to the plant. The value of outdoor recreation from the standpoint of physical and mental health is today well recognized.

This is still one of the few prisons in the country using a gun guard in the mess hall. This is inconsistent with the general ideas on discipline which now appear to prevail at the institution.

The educational work has been improved by putting it under the direction of a trained school man from the city. It needs more adequate quarters, however, and should be developed along vocational as well as academic lines, with the help of other state agencies. The library is unusually good.

The prison now needs strong leadership from the Board of Correction in a campaign to secure a return of the road work program and general expansion along employment lines. In this connection it is interesting to note that Colorado is the only state with a part-time board on a salary basis. Now that obsolete disciplinary methods have been done away with, it would be tragic if an increase of unemployment were allowed to counterbalance the good effect of this change. Idleness cannot be properly charged to local officials; responsibility rests with the state officials and legislators.

## CONNECTICUT REFORMATORY CHESHIRE, CONN.

Visited November 10, 1927.

The Connecticut Reformatory was opened in 1913. The institution was built by Warden Garvin of Wethersfield who on its completion became superintendent and after two and a half years retired to private life. The first inmates were transferred to the institution from Wethersfield.

### I. GROUND AND PLANT

The plans call for an administration building with a cell wing on either side. Only one of the cell houses has been built. All of the main buildings are constructed of brick and all except the farm buildings are within the wall, which encloses about 22 acres. The farm buildings are located just outside the wall near the rear gate.

It is interesting to note that the 22-acre area within the wall is about the same size as the entire plot of the state prison at Wethersfield.

**1. Housing**—The institution has but one cell house which contains 400 cells, 8 x 5 and 7.6" high, on four tiers. The cells are of all-steel construction except for cement floors, and each cell is supplied with toilet and washbowl of good quality, a spring bed which folds up on one side of the cell, sheets, pillow case, blankets and a chair. The inmates are given some latitude in the equipping and furnishing of their cells. The cell house as a whole is well lighted and ventilated and a high standard of sanitation is maintained.

**2. Farm**—The farm contains about 500 acres devoted to garden, dairy, piggery and general farm crops. The farm buildings as a whole are of modern type and construction.

### II. ADMINISTRATION

**1. Control**—The institution is under the general direction of the Board of Directors of the Connecticut Reformatory. The members



of this board are appointed for a term of four years. There is no remuneration; expenses are allowed but it is stated that they are seldom drawn. The board plays an active part in the policy-making and general management of the institution.

**2. Warden**—George C. Erskine was appointed superintendent in November 1916. He had been for nine years at Rutland Prison Camp and the Boston House of Correction.

**3. Deputy**—Thomas Kane was appointed assistant deputy when the institution opened; he held that position for  $3\frac{1}{2}$  years and was then appointed deputy superintendent. He also had seven years' experience at the state prison.

**4. Guards**—There are 40 guards appointed by the warden. They work 12 hours a day with Saturday afternoon and Sunday off every other week and two weeks' vacation each year. Meals at noon are supplied the guards and there are dormitories for a few of them.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$6000	quarters and maintenance
Asst. supt. ....	2820	" " "
Chief clerk .....	3240	
Guards .....	1080	to 1320. Those who live outside the prison receive an allowance of \$23 a month
Doctor .....	3600	quarters and maintenance
Dentist (part time) .....	720	
Steward .....	1800	and house
Chaplains .....	900	
Parole officer .....	2340	

The total number of employees on the payroll is 82.

A state law provides for retirement on pension: one-half pay after 30 years; three-fourths pay after 40 years.

### III. PRISONERS

**1. Population**—There were on November 10, 1928, the day the prison was visited, 281 prisoners. An analysis of the 383 prisoners received during the biennium ending June 30, 1928, is as follows:

**Ages when received:**

Under 20 years .....	263
20 to 24 " .....	118
25 to 29 " .....	2

**Nativity:**

Native born ..... 336 Foreign born ..... 47

Of the foreign born, 17 were from Italy and the balance from 10 other foreign countries.

**Education:**

Grammar school ..... 341 High school ..... 42

**Race:**

White ..... 358 Negro ..... 25

**2. Classification**—The men are divided in grades according to conduct but there is no scientific classification.

**3. Insane**—Insane patients are transferred to the state hospital at Middletown. Low-grade mental cases, imbecile type, are sent to the state hospital at Mansfield.

#### IV. DISCIPLINE

**1. Rules and Regulations**—A small rule book is supplied each inmate in regard to his conduct in the various parts of the reformatory. As a whole the rules are only those necessary for institutional life. There is no silence rule. Letters are permitted once a week. Magazines, books and newspapers may be received direct from the publisher. Smoking is permitted on the recreation field and in the cells until nine o'clock. One visit is permitted each calendar month. The inmates are allowed to spend \$1.00 a month, largely for candy and tobacco.

A significant feature in the discipline of this institution is the condition under which the inmates work in the shops. They are entirely in charge of the shop foremen. The guards turn them over to the foremen at the beginning of working hours and come for them at the end of the work period, the inmates working under the foreman just as in outside shops.

Some of the farm men work as trustees but large gangs are sent out under rifle guards.

**2. Punishments**—For the lesser offenses men have their privileges reduced. For more serious offenses they are sentenced to screen



cells on restricted rations and under some circumstances they may be handcuffed to the door of the cell during working hours.

## V. HEALTH

1. **Hospital**—The hospital occupies a special wing and has a capacity of 27 beds. It is not equipped for major surgery nor is there X-ray equipment. Cases needing such treatment are sent to the New Haven Hospital. All laboratory work is done by the State Board of Health. A diet kitchen supplies the food for patients and inmate helpers.

2. **Medical Staff**—A full-time physician who is also a psychiatrist, a male trained nurse and a dentist giving one day a week, complete the hospital staff. A consulting surgeon and an eye, ear, nose and throat specialist are on call.

3. **Medical Examination and Care**—Each new prisoner is given a physical examination which is repeated before parole or release. Wassermann tests are made on all, typhoid and smallpox vaccine administered, and the Schick test for diphtheria given to each one.

A dentist spends one day weekly at the prison. The eyes of all new inmates are examined by the prison physician and needed glasses are furnished.

Tubercular cases are treated in the hospital ward and treatment is administered to venereal cases.

4. **Psychological Work**—Each inmate is given a mental examination and a psychometric test under the direction of the prison physician. The information thus disclosed helps determine the inmate's work assignment while in prison.

5. **Commissary**—The mess hall and kitchen are built in a wing off the central corridor which leads to all parts of the institution proper. The mess hall is well lighted and ventilated. The men are seated on all four sides of the table. The kitchen is adequately equipped for the institution's needs. A high standard of sanitation is maintained in the entire commissary department.

The vegetables produced on the prison farm supplement the diet

so that a well-balanced menu is provided for the inmates. The dairy produces all the milk used.

**6. Baths**—The bath house has 23 showers. The winter schedule provides but one bath a week. During the summer months more frequent bath periods are arranged.

**7. Recreation**—The men have the recreation yard for a half hour at noon and for two and a half hours on Saturday, Sunday and holiday afternoons. During the winter the mess hall is used for a gymnasium and provides space for basketball and other sports.

**8. Entertainment**—Movies are shown once each week. Outside entertainments are given about once in two months; people outside the institution attend, the visitors sitting in front of the auditorium and the inmates in the rear. The prisoners stage three shows a year which are given for both the inmate population and outsiders. Loud speakers are placed in each cell house and the radio is turned on five evenings a week for an hour or two. The radio is in the residence and under the control of the superintendent.

## VI. INDUSTRIES

**1. Workshops**—Most of the workshops are housed in two-story buildings which provide quarters adequate in size and afford on the whole good working conditions.

**2. Character**—Some of the industries are on the state-use and others on the state-account basis.

**3. Employment**—On November 10, 1927, the day the prison was visited, the 281 inmates were employed as follows:

Auto-tag shop .....	38	Mechanical details .....	30
Print shop .....	23	Construction .....	25
Carpenter details .....	31	Maintenance and other details.....	134
Tailor shop .....	10		

**4. Vocational Training**—The shops and farm are handled so as to provide an unusual degree of vocational training.

**5. Compensation**—There is no compensation for the work done.

## VII. EDUCATION

**1. Library**—There is a very good library of 4000 to 5000 volumes in charge of the superintendent's wife. About \$500 a year is



spent from general funds. The circulation is 250 a week. Printed catalogues are issued for the inmates. Displays of book jackets call attention to the new books.

**2. School**—Education is compulsory for all who are competent to do eighth grade work. Progress in school is related to parole. A day school for the first to fourth grades meets 15 hours a week ten months of the year, and a night school for fifth to eighth grades meets eight hours a week. A high school course was given in 1926 but has been discontinued. Standard school subjects are taught and there is a lecture course in hygiene. The total enrolment is 172. There are four standard schoolrooms conveniently located at the end of the cell house. The educational staff consists of two full-time trained teachers and two part-time teachers who are also guards. No inmate teachers are used.

Two men are taking correspondence courses in art. Practically all of the work of the institution is designed to give definite vocational education. The industries are productive but the major aim is trade training. The shops are well equipped, especially the print shop.

## VIII. RELIGION

**1. Chapel**—An unusually well-planned and equipped auditorium is also used as a chapel.

**2. Chaplain**—There are two part-time chaplains.

**3. Services**—Protestant and Catholic services are held weekly.

## IX. INMATE COMMUNITY ORGANIZATION

The school gives a course in citizenship. There was for a short time an organization of the inmates but due to a faulty set-up and lack of careful leadership it was discontinued by vote of the inmates before the present superintendent took charge. There is now no inmate organization to train men for the duties of citizenship.

## X. PAROLE

The Board of Directors and superintendent act as a parole board. Men on two-year sentences are eligible for parole at ten months and

those on five-year sentences are eligible at 18 months. During the year ending June 30, 1928, 134 were discharged, 236 paroled and 68 returned for parole violation.

Inmates are paroled to state parole officers, also to individuals and organizations. Reports are made by letter or in person.

### XI. Cost

Gross cost for the year ending 6/30/28 ..	\$206,672.93
Earnings returned to the state .....	28,551.85
Left in revolving fund .....	100,000.00

### COMMENT

This institution, like most other reformatories for male adults, is in its physical aspects a junior prison, although in general plan and appearance the plant is less prison-like than either Elmira or Rahway, for example. The buildings and grounds follow the traditional prison plan and the living quarters are standard prison cell blocks. The walled enclosure is unusually large, however, and the main prison buildings have an outward attractiveness that most prison plants lack. The whole plant is well kept and well equipped. The auditorium is one of the two or three best to be found in the institutions of the country.

The system of discipline also shows the influence of prison practice. This is characteristic today of adult reformatories, which have among their inmates a large number of young offenders who have already become hardened and who are because of their youth and irresponsibility more difficult to manage than older prisoners. This type of offender, whose numbers have increased in recent years, represents a serious problem.

There are interesting contradictions here in the disciplinary methods used in the cell houses and outside. Men are assigned to shops, farm work, and new construction work practically under outside conditions, under foremen rather than guards, and with a considerable degree of freedom. When not at work, however, all the inmates come under a more restricted type of discipline, although it



can not be called repressive. This combination of semi-rigidity when not at work with a simulation of free conditions while at work presents a curious anomaly.

Practically all of the work has vocational training as its aim. Under the present system the work is productive and the authorities recognize the well-established principle that men learn best when they are producing. The printing shop has an unusually complete equipment and is capable of turning out excellent work of many types, including book-work. It now has real educational value, which would be increased if it were given a larger proportion of the state printing to do. Construction of dwellings for officers has supplied a variety of work with vocational training value. The farm and dairy, with a herd that is as good as any found in the institutions covered in this book, supply further opportunities for training of the best type. The industries in general are diversified and are carried on with good equipment and under skilled direction.

The provisions for academic schooling are well organized. The staff of two full-time and two part-time teachers is unusually large for an institution of this size. The location of standard schoolrooms at the end of the cell houses makes the use of both day and evening hours practicable. The emphasis placed by the parole board on educational effort and progress gives stimulus to the work of the school. The cooperation of the physician, who is a psychiatrist, enables the school to assess the probable capabilities of inmates more surely and to eliminate those incapable of profiting by school work. The library is very good and is kept up by an annual expenditure for new books. In spite of all the provisions to stimulate interest, however, the school work suffers from the apathy of the inmates toward education and the handicap of poor previous education. An attempt to start a high school course failed for lack of interest. It is probable that there would be more interest if school were part of the day's routine instead of being held in the evening after a full day's work, and if as far as possible academic instruction were closely coordinated with vocational training.

The plan which the authorities have urged to establish a wing for defective delinquents whenever funds become available, represents a progressive step which Connecticut should not delay long in taking.

Only a few states are providing for the custody of this group, one of the most troublesome in penal institutions and doubly so in the free population. The inmates here are capable of building a wing at moderate cost. With this provided, Connecticut would be able to take the lead in one phase of the penal problem, the adequate care of a group which should not be in the ordinary prison or reformatory and many of whom should be in permanent custody.

In conclusion, Cheshire appears to be directed with efficiency and intelligence. It may be hoped that as time goes on it will lose throughout, as it already has in the industries, the regimentation which characterizes reformatories as well as prisons today. The institution is small enough to make possible an unusually large degree of individual treatment.

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The Superintendent, George C. Erskine, submits the following statement in reply to the above Comment:

"The contradiction of disciplinary methods referred to in the comment, I feel was not accurately understood by the visiting representative. The institution is provided with a cell block and it matters not whether we believe in it or not, it is what we have to use. In order to have the men live reasonably comfortable in the close confinement of a cell block, it is necessary that we have very formal regulations, otherwise, disturbances would exist much to the detriment of all. Quite aside from this fact is the necessity of teaching the inmates of the institution to think about their conduct. Each individual, either in an institution or out of it, should have opportunity for relaxation and opportunity when restricted conduct should be observed. This is undoubtedly exemplified in the ordinary family life where children are encouraged to play and relax on the playgrounds or in their yards, but are required to remove their hats when they come into the house to maintain very different conduct at the dinner table.

"I hardly agree with the statement that there would probably be more interest shown if the school was part of the day's routine instead of its being in the evening after the day's work had been finished. Most of the inmates of the Reformatory must earn their living with their hands. Unusual opportunities are now available for all who wish to obtain an education in the regular established night



schools of our cities. If the young men at the reformatory are to continue their educational work after they are released, they must do so after their day's work is done. We are trying to show them that this is a reasonable possibility."

## CONNECTICUT STATE FARM FOR WOMEN EAST LYME, CONNECTICUT

In 1917, land was purchased on which to establish an institution for women over 16 years of age convicted of or pleading guilty to felonies and misdemeanors; and for "unmarried women 16 to 21 years of age in manifest danger of falling into vice." A recent change in the law established at the farm a section to be known as the State Prison for Women. The law also provides for a building for women prisoners and authorizes their transfer from Wethersfield to the new location when the facilities are ready.

### I. GROUND AND PLANT

A small lake is situated in the 850 acres owned by the institution and the new buildings are being erected on high ground around this lake. The institution is in process of construction. Some of the permanent buildings have been completed. The last legislature made appropriations for four new ones for the following purposes: receiving, industrial, administrative, and a unit for the state prison women.

Part of the land of the institution is covered with woods. The buildings are distributed over a considerable area and are not enclosed even by a wire fence.

**1. Housing**—The cottage system is used for housing. When the buildings are completed, for which the bids have already been let, there will be six fire-proof buildings, modern in design and construction, and five frame cottages in which cottage classification is at present roughly based on age, physical condition and mental rating.

Except in the maternity hospital where there are three wards, individual rooms are provided in the other buildings. Each room has an outside window; some, but not all of them, are protected against escape. The institution, with a capacity of 155 has 165 inmates. This number does not include the 65 infants under two years



of age. The new buildings will provide accommodations for 80 more adults. Each room is equipped with a combination dresser-washstand, bed and chair. Considerable freedom is allowed in the decoration of the room.

**2. Farm**—There is sufficient clear land for farming purposes. A large dairy is conducted and all kinds of farm produce are raised for use throughout the year. The farm dairy also supplies milk to a nearby state institution for tubercular children.

## II. ADMINISTRATION

**1. Control**—The institution is under the general control of a Board of Directors appointed by the Governor for a term of seven years. The following are members of the board:

Ida M. S. Thompson, M.D., Hartford, Pres.

Ellen C. Kelley, New London, Secy.

John H. Goss, Waterbury, Treas.

Anne Rogers Minor, Waterford

Solomon Elsner, Hartford

George C. Clark, Terryville

William B. Bailey, Hartford

The board serves without pay. It meets frequently and is responsible for the policy and management of the institution, as is the board of directors in any ordinary business enterprise.

**2. Supt.**—Elizabeth Munger was appointed superintendent in July, 1926, for an indefinite term of office. She had previously been assistant superintendent in an institution for girls in New Jersey. The superintendent is given wide authority by the board.

**3. Asst. Supt.**—Elsie A. Shearer was appointed assistant superintendent in September, 1926. She had previous experience in an institution for girls in Trenton, New Jersey, and at Sauk Center, Minnesota.

**4. Matrons**—There are six matrons who have general charge of the cottages in which the inmates are housed. Each cottage has a housekeeper who has general charge of the commissary department of the cottage.

**5. Salaries and Pensions**—The salaries paid are as follows; all have maintenance and quarters.

Superintendent .....	\$3600
Asst. supt. ....	2400
Matrons .....	1200
Housekeepers .....	1080
Nurse matron .....	1500
Doctor and psychiatrist .....	2400
Dentist .....	fee for work done
Trained nurses .....	1500
Farmer .....	2100
Educational officer .....	1500
Chaplains .....	Visiting
Parole officers .....	1440 and all expenses

There are 40 on the payroll.

There is no pension provision.

### III. INMATES

**1. Population**—On August 9, 1929, there were 165 inmates. This number includes 65 infants. During the biennial year ending June 30, 1928, 244 inmates were received.

#### Ages when received:

16 to 20 years .....	92	36 to 45 years .....	23
21 to 25 " .....	76	46 to 55 " .....	9
26 to 35 " .....	40	56 to 65 " .....	4

**Sentences:** The majority received up to the present time have Indeterminate Sentences of not less than three years.

**2. Classification**—The new buildings will make possible a still further development of a system of classification which has already been established. One cottage is now used for inmates of a like mentality and other cottages for special groups.

**3. Insane**—Women adjudged insane are transferred to the state hospital.

### IV. DISCIPLINE

**1. Rules and Regulations**—There is no elaborate system of rules. The inmates are divided into grades based on conduct. In



general, only those regulations are enforced which are obviously necessary in an institution.

**2. Punishments**—The principal punishment used is a reduction in grade with a corresponding loss in privileges. Reduction in grade also postpones parole time. For more serious offenses inmates may be locked in their rooms, or in rooms designed for isolation from the rest of the group.

## V. HEALTH

**1. Hospital**—A new hospital is to be provided in the new receiving building. At present, most of the ordinary cases are handled in the cottages. Operating cases are taken to nearby hospitals. A well-equipped maternity hospital is now provided in a separate building. In addition to facilities for caring for the mothers, there are nurseries, playrooms and other necessary equipment for caring for infants and small children.

**2. Medical Staff**—A woman physician has general charge of the medical department. A dentist spends one day a week at the institution. Three nurses and a nurse-matron complete the medical staff.

**3. Medical Examination and Care**—Careful examination is given all inmates on admission. Specimens of blood, smears from nose, throat, cervix and urethra are sent to the state laboratory. Vaccinations are given against smallpox and typhoid. A dentist examines all inmates on admission and gives necessary treatment. Eye examinations are made by an oculist in town. Tuberculous inmates may be transferred to appropriate institutions.

**4. Psychological Work**—The institution physician is also a psychiatrist; routine monthly examination is given to all inmates and special attention to those who need it.

**5. Commissary**—Each cottage is provided with a dining room attractively equipped and furnished and a kitchen adequate for the needs of the cottage. This part of the commissary department comes under the general supervision of the housekeeper. The institution farm and dairy make large and varied contributions to the dietary.

**6. Baths**—A bathroom is provided for each six rooms in the cottages. The baths may be and are used daily.

**7. Recreation**—A daily period of an hour is given on the recreation grounds and several evenings weekly at each cottage. A common living room, with attractive furniture and a fireplace, is the center of much of the recreation. Picnics and field sports are conducted regularly.

**8. Entertainment**—Movies are given twice a month, and dramatics and pageants from time to time. There are regular periods weekly for singing and current events.

## VI. INDUSTRIES

**1. Workshops**—One of the new buildings is to be used for general industrial purposes.

**2. Character**—Products of the farm and dairy are used at the institution and for another state institution situated near the farm. The surplus produce may be sold. The completion of the industrial building will make possible a fuller development of the industrial program.

**3. Employment**—At present the inmates are used in maintenance and farm work.

**4. Vocational Training**—The maintenance work as well as many parts of the farm work offer valuable opportunity for vocational training.

**5. Compensation**—There is none.

## VII. EDUCATION

**1. Library**—There is a library of 850 volumes, in charge of a teacher. From 60 to 70 books are loaned weekly.

**2. School**—The school is under direction of an educational officer. Less emphasis is placed here than in many places on making the school conform to public school standards, but real effort is made to meet the more pressing educational needs of the inmates.

## VIII. RELIGION

**1. Chapel**—Religious services are held for Catholics in one of the cottages and for Protestants in another.



2. **Chaplains**—Visiting chaplains conduct the services.

3. **Services**—Protestant and Catholic services are held weekly.

#### IX. INMATE COMMUNITY ORGANIZATION

There is no formal inmate community organization but, as in many other institutions for women, the inmates share considerably in the conduct of the community life.

#### X. PAROLE

Two members of the Board of Directors constitute the parole board. Nine months is the minimum, and three years the maximum time that inmates are held before being paroled. They are held on parole until the completion of their term.

#### XI. Cost

The cost of the institution for the year ending June 30, 1928, was \$116,343.84.

#### COMMENT

This institution has many significant points of interest. In the first place, it has or will have when completed, the most attractive grounds of any correctional institution for women in the country.

• In addition to the type of inmate usually found in the women's reformatories, it will have the women state prisoners who have previously been quartered in Wethersfield. There can be no doubt that their removal from Wethersfield is a progressive step. It is to be hoped that the superintendent and board of this institution will be given ample authority in their care at the farm. There is always a danger in making such a change that too specific laws may be formulated, making it difficult to wait until tests and experiments have been made on the new class of inmates as a means of determining a wise disposition of each case.

The willingness on the part of the authorities of this institution to accept the custody of all the women offenders of this compara-

tively small state is somewhat unusual, but it is in line with the best principles if proper classification is to follow. A site as large as this can easily be developed so that eventually women who now serve time in unsatisfactory town and county institutions can be cared for to much greater advantage at this central place.

The policy and program of this institution is in line with the better institutions of the country for women. While the program is not so fully developed, due to the fact that the institution is still in the process of making, its spirit, personnel and aims are quite comparable to those of the better institutions for women.

Bids have been let for the erection of four new buildings and in a year or two the development of a program will be greatly aided by these new facilities. With the completion of these new buildings on carefully selected sites, a large and attractive body of land well adapted to its purpose, the full development of the program already under way, and the continuation of the present spirit and policy, this institution, both in its custody of inmates while they are on the farm and in their after-care, promises to be unusually effective in its service to the state.



## CONNECTICUT STATE PRISON WETHERSFIELD, CONNECTICUT

Visited November 5, 1927.

The Connecticut State Prison was established at Wethersfield just south of Hartford in 1827, to replace the old Newgate Prison which housed the inmates in an abandoned copper mine instead of a cell house. The prisoners were moved from Newgate to Wethersfield in September 1827.

### I. GROUND AND PLANT

While some parts of the prison date from 1827 and other parts have been built at various subsequent periods, the completion in the last year of an administration and office building and the remodeling of the chapel makes the plant as a whole an effective one, even though in some respects still inconvenient. The well-kept lawns and fine trees in front of the prison add much to the outward appearance of the institution.

**1. Housing**—The three cell houses contain a total of 622 cells. The largest has 390 cells on five tiers; the west cell house has about 64 cells on four tiers. Only a few cells of the latter are now used.

The cells are about 5 x 8 and 7 feet high. Each is supplied with running water, washbowl and toilet, though in the older cells the plumbing is of the primitive iron type difficult to keep clean. The cells as a whole are well painted and appear clean and well kept in every way.

The beds are strap iron and equipped with mattress, sheets and pillowcase.

**2. Farm**—The farm or garden of 22 acres is cultivated intensively. The products of the garden and piggery are used in the prison commissary.

### II. ADMINISTRATION

**1. Control**—The general control of the prison is placed in the hands of the Board of Directors of the Connecticut State Prison.

This board consists of seven members appointed by the Governor for a term of four years. The board serves without remuneration, meets monthly and maintains an unusually close relation to the actual administration of the institution. In addition to appointing the warden, it also appoints the doctor and chaplain. The members are as follows:

Norris G. Osborn, New Haven, Pres.  
 William C. Cheney, South Manchester, Vice Pres.  
 Frederick M. Salmon, Westport, Secretary  
 Edwin P. Root, New Haven  
 Edward J. Taylor, Westport  
 Morgan B. Brainard, Hartford  
 Isidore Wise, Hartford

**2. Warden**—Henry K. W. Scott \* was appointed warden in 1920. He has had many years' experience in institutional control in New Hampshire and Minnesota as well as in Connecticut.

**3. Deputy**—George Patterson was appointed deputy in January 1927. He had previous experience as a guard and as assistant deputy in Wethersfield.

**4. Guards**—There are 43 guards nominated by the warden and appointed by the board. A dormitory is provided for those guards who elect to live at the prison. All meals are served in the guards' mess. The day guards have Saturday afternoon and Sunday off twice a month and the night guards three nights a month; an annual vacation of 14 days is given, with pay.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$6000	quarters and maintenance
Deputy .....	2700	" " "
Chief clerk .....	3000	and quarters
Guards .....	1080	to 1320, personal quarters and maintenance
Doctor and psychiatrist .....	4000	quarters and maintenance
Dentist (part time) .....	1300	
Oculist .....	Paid	for each case
Shop foremen .....	1500	quarters and maintenance
Farm supt. ....	1320	" " "
Steward .....	1800	" " "
Chaplain (full time) .....	2000	and quarters

\* Warden Scott died in October, 1929.



Chaplain (part time) .....\$ 900

Parole officer ..... 2700 quarters and maintenance

Officers who elect to live in the institution are furnished full maintenance. If they live away from the institution an allowance is made of \$16 per month to married men and \$8 to single men.

The total number of employees on the payroll is 64.

The state law provides for retirement on pension: one-half pay after 30 years, three-fourths pay after 40 years.

### III. PRISONERS

On November 7, 1928, the day the prison was visited, there were 552 prisoners. The following analysis is given of the 154 inmates received during the fiscal year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	11	30 to 39 years .....	33
20 to 24 " .....	36	40 to 49 " .....	23
25 to 29 " .....	41	50 and over .....	10

#### Nativity:

Native born .....	117	Foreign born .....	37
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Of the 37 foreign born, 19 were from Italy, 6 from Russia and 12 from 9 other foreign countries.

#### Race:

White .....	135	Negro .....	19
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#### Education:

Illiterate .....	10	High school .....	14
Grammar school .....	122	College .....	8

#### Sentences:

No. on Determinate Sentence (life) .....	3
" " Indeterminate " .....	151

Up to 5 years .....	85	10 years and less than 20.....	21
5 years and less than 10.....	38	20 " and over .....	7

During this period none were sentenced for execution. The method of execution in Connecticut is hanging.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—Connecticut law provides for the holding of male insane prisoners in the prison until the expiration of their sentence, at which time they may be transferred to the state hospital for the insane. There were 29 insane at the time the prison was visited. Quarters are provided for these men on one floor of the hospital. A separate exercise court is set aside for their use. The development of a small rug-weaving and broom industry has marked a great improvement in the care of these men.

Insane female prisoners are transferred to the state hospital for the insane on certification of their insanity, as no separate facilities are provided for their care at Wethersfield.

**4. Women**—Quarters are provided for women prisoners in a separate section of the institution where there are 20 cells built on two tiers. Considerable latitude is allowed the inmates in furnishing their cells. They are also permitted to use the corridor in front of their cells for part of each day. The recreation yard for the women has been enlarged. The laundry work for officers is turned over to them.\*

#### IV. DISCIPLINE

**1. Rules and Regulations**—A pamphlet supplied each prisoner gives more detailed rules as to conduct than are in use in many institutions today. The officials state that the silence rule is no longer in effect. Approved papers, magazines and books may be secured direct from the publisher. There is no prison store, but the prison buys wholesale, on competitive bids, confectionery, fruit, toilet articles, tobacco and athletic supplies which the men may purchase to an amount not exceeding \$12 a month.

**2. Punishments**—For the lesser offenses loss of privileges is used; for some others men are punished by reduction in grade which carries with it loss of "good time"; for more serious offenses men are confined in punishment cells situated in a room near the deputy's office. While confined to the cells the diet is restricted; a full meal, shower bath and change of clothing are given every fifth day.

\* These women are to be transferred to a special section of the State Farm at East Lyme, as soon as quarters can be erected for them.



## V. HEALTH

1. **Hospital**—The hospital has a capacity of 22 beds, a ward of five beds for tuberculous cases, and 17 rooms of one bed each. Only minor surgery can be done in the operating room. There is no X-ray equipment. Cases for operation and X-ray examination are sent to Hartford Hospital. A diet kitchen serves the patients, the insane prisoners, and the attendants.

2. **Medical Staff**—A full-time physician, who is also a psychiatrist, is in charge of the hospital work. A dentist spends one day weekly at the prison. Three inmates are assigned to hospital work.

3. **Medical Examination and Care**—Each inmate is given a physical examination upon admission to prison, the Wassermann test is taken, and he is vaccinated for smallpox. Venereal cases are placed under suitable treatment. An optometrist visits the prison when necessary to examine the eyes of the inmates. Tuberculous inmates are transferred to the tubercular ward of the hospital.

4. **Psychological Work**—A psychiatric examination and a psychometric test are made on all prisoners.

5. **Commissary**—The commissary department as a whole is well equipped and cared for. The mess hall, despite some difficulty, is well lighted and ventilated. The men are seated at tables facing one way. Heavy china ware is used for table dishes. Equipment in the kitchen and bakeshop is adequate. A high standard of sanitation is maintained throughout the commissary department.

The diet is varied and well adapted to the inmates' needs. Fruit, candy and sugar in limited quantities may be purchased outside by the inmates at regular intervals. Inmates assigned to the kitchen are tested for typhoid carriers and must be free from communicable disease.

6. **Baths**—The bath house is probably the best to be found in any penal institution in the country. The number of showers is adequate, and ample dressing space is provided. The construction is such that the problem of maintaining ventilation and proper sanitary standards is a simple one. It is connected by a short corridor with one of the cell houses. The bath schedule is one a week for the general population and daily for the commissary men and coal gang.

**7. Recreation**—The new recreation yard provides adequate space for baseball, handball and other sports. The athletic supplies are paid for out of the support account of the institution or by individual inmates. The recreation is supervised by the deputy. The regular recreation schedule is Saturday and Sunday afternoons. When the weather permits the time is spent in the recreation yard; during the winter the men are given the flats in the cell houses.

**8. Entertainment**—Moving pictures are shown about once a week during the winter and musical entertainments are given occasionally. The inmates stage a show once a year and two concerts a week are given. Loud speakers are placed in the cell houses and the radio is turned on for programs of special interest.

## VI. INDUSTRIES

**1. Workshops**—While the industrial buildings are not new they are on the whole well lighted and ventilated and adequate in size for the present population.

**2. Character**—The chief industry is a shirt shop under contract with the Worthy Manufacturing Company of Chicago. The present contract, dated October 4, 1927, runs for four years.

**3. Employment**—On November 7, 1928, the day the prison was visited, the industrial distribution of the 552 inmates was as follows:

Shirt shop .....	352	Sick .....	11
Maintenance (including new construction) .....	133	Awaiting execution .....	2
Farm .....	11	Under punishment .....	1
Insane .....	29	Women .....	13

**4. Vocational Training**—The construction work, the farm and some of the maintenance details have considerable vocational value. The major industry has little except for a very few men.

**5. Compensation**—The state pays the men for work at three rates per day: the majority receive 15 cents, some 12 and others 8 cents. In addition to this the men receive a bonus from the shirt company for work in excess of their task.



## VII. EDUCATION

1. **Library**—There is a well-balanced library of 5000 volumes kept up by an annual appropriation of \$500. It is in charge of the chaplain. The printed catalogue is one of the best in all the prisons, and the library ranks among the first half dozen.

2. **School**—Work through the fifth grade is compulsory. The school meets three evenings a week from 5.30 to 6.30 from October through April. Nine hours study a week outside of school hours is required. The enrolment runs from 50 to over 100. The mess hall is used as a schoolroom. All educational work is in charge of the chaplain. There are two part-time teachers from the Hartford schools and eight inmate teachers.

Four men are taking correspondence courses.

## VIII. RELIGION

1. **Chapel**—The chapel has been enlarged and remodeled as a part of the program of reconstructing the old prison plant. Its location makes it readily accessible to the cell houses and a passageway has been built just outside so that the chapel is no longer used as a thoroughfare from one part of the institution to the other.

2. **Chaplains**—There are two chaplains, one on full time and the other part time.

3. **Services**—Catholic and Protestant services are held weekly and Jewish services on holidays.

4. **Other Agencies**—The Connecticut State Prison Sunday School Teachers' Association has conducted a Sunday School in this institution for many years. Christian Science services are also held.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train men for the duties of citizenship.

## X. PAROLE

The board of directors, with the warden, constitute the board of parole. The men are eligible for parole on the expiration of their

minimum time. During the year ending June 30, 1928, 590 men were discharged from parole, 55 placed on parole and 12 returned for parole violation. The men are paroled to responsible individuals and are checked up on by personal visits of the parole agent.

### XI. Cost

Gross cost for the year ending 6/30/28..	\$280,228.72
Receipts and earnings .....	126,988.37
Net cost .....	153,240.35

New construction and repairs to the amount of \$56,100 are included in the above figures. Earnings are returned to the state.

### COMMENT

The outstanding characteristic of this prison is its administrative efficiency. A good business organization, concentration on the production of one commodity, and the direction of the whole regimen toward industrial efficiency have enabled Wethersfield to show a smaller margin between cost and production than most other northern prisons. That the real function of prison, the turning of men from crime to useful citizenship, has been accomplished is not so certain as that the contract shirt shop has been profitable. However much it may be regretted that subordinate aims appear to have been placed above greater ones, the efficiency with which the prison is operated and the freedom from idleness which it enjoys, in contrast with so many of its neighbors, should not be overlooked. Comparable to the business efficiency are the upkeep of the plant, the standard of sanitation that is maintained, and the consistent plan of new construction on which the officials are transforming an old plant into a modern one.

The contract shirt shop employs 350 men, or 63 per cent of the prison population. That such an industry is almost totally lacking in vocational value for men, that it is one that closely approaches treadmill labor, and that it is subject to most of the criticisms that have been leveled against the contract system everywhere, cannot be denied



even by those most satisfied with the financial profits which it shows annually to the state of Connecticut. Here the contractor owns the machinery and has his own foremen. The contract is in marked contrast to that in Rhode Island, which is little more than a manufacturing agreement under which a contractor underwrites the financial risk, does the marketing, and simply supplies material and manufacturing directions to the prison officials. The latter contract is remarkably free from the faults that have led to attacks on the contract system of prison industry.

The present trend of legislation will probably lead in the near future to the abandonment of contract labor in prisons and the acceptance of the state-use or state-account system.

While the amount of compensation that is allowed prisoners is not as great as that in some prisons, it is at least an acceptance of the principle that the prisoner should share in the products of his labor and that production is increased when compensation is granted. The amount allowed by the contractor and the additional amount paid by the state are enough to ensure the prisoners' working diligently at even so monotonous an occupation as shirt making.

It is inconsistent with modern principles and unfair both to the prisoners and officials that two special groups of prisoners, the insane and the women, should be kept in the prison. The former should be provided for in a state hospital, where they would be under the care of those trained for such work, and the latter should be transferred to an institution for women. The officials here are to be commended for the introduction of occupational therapy for the insane, but even such scientific provisions can be better made in institutions designed for this class. As for the women, it has long been recognized that they should not be confined in a prison designed primarily for men.\*

The educational work is limited, but the chaplain and two part-time teachers from the Hartford schools are able to give it competent direction. It should be expanded and adequate quarters provided for it. The library, one of the best to be found in American prisons, would be a valuable aid to any educational program. The state is to

\* The 1929 Legislature authorized the transfer of women to the State Farm for Women.

be commended for granting a regular appropriation adequate to keep the library up to the standard which it now reaches.

The recreational program, which has justified itself in all prisons by its contribution to mental and physical health and by the improvement in discipline which it brings about, needs organization and greater variety. The use of the evening hours in summer is commendable. The deputy has too many other duties to be given charge of the recreation program. In a prison where the industry is of the type of that at Wethersfield there is all the more need of an effective program of wholesome recreation.

The bath house is the best found in the institutions covered in this book. The bath schedule, however, is not as liberal as that of several prisons having inferior facilities. The value of such a schedule lies in more than the effect on prison hygiene; its most important effect is perhaps the raising of standards of personal hygiene, effective after the prisoner is released.

The main need of this prison is that it accept the idea that the prison exists primarily to train men for life after release. If the authorities would strive toward such a goal with the efficiency that now characterizes their industrial and administrative program this prison would assume a position of leadership in the field.



## NEW CASTLE COUNTY WORKHOUSE WILMINGTON, DELAWARE

Visited December 9, 1927

The New Castle County Workhouse, the official name of the Delaware state prison, also serves as city jail for Wilmington. It is not possible to keep the city and state prisoners separated, except partially in their housing. The institution is situated about five miles from Wilmington.

### I. GROUND AND PLANT

The main buildings, completed in 1901, are constructed of red brick. The administration building and warden's quarters with the guard room in the rear, is the central building. On two sides of the guard room the cell houses are built and on the third is a wing connecting the buildings housing the shops and commissary building with the main buildings.

**1. Housing**—In the two cell houses are 320 cells 5 x 7 and 8 feet high. The cells are arranged on two floors of two tiers each. They are equipped with iron washbowls and toilets. The strap-iron beds are equipped with mattress, sheets, pillowcase and blankets. The cells have locker, table and chair. A good deal of latitude is permitted the men in the furnishing of their cells. In about 50 cells two men are housed and there were about 60 in the corridor at the time the prison was visited. Considering the overcrowding the general sanitation of the cell houses is good.

**2. Farm**—The state owns 425 and rents an additional 225 acres. A great deal of the produce of the farm, dairy, piggery and gardens is used at the institution. The surplus is sold.

### II. ADMINISTRATION

**1. Control**—The general management of the institution is entrusted to a board of trustees of five men appointed by the judge of

the Supreme Court of the county. One member is appointed each year for a term of five years. Following are the members of the board: J. Frank Ball, Joseph S. Hamilton, A. Victor Hughes, A. V. Lesley George and Darlington Flinn. This board appoints the warden and with him makes the general policy of the institution. The members of the board serve without pay.

**2. Warden**—Elmer J. Leach was appointed in May 1923. He had eight years' previous experience as guard and deputy warden.

**3. Deputy**—The institution now has no such office.

**4. Guards**—There are seven guards, five in the daytime and two at night. They work 11 hours a day and have a day and a half off every other week. They are given an annual vacation of ten days. In addition to guard duty this exceedingly small number of guards have to receive and discharge the city prisoners and take them to and from court.

In addition to the civilian guards the warden appoints inmates for a number of positions filled in other institutions by civilian guards.

**5. Salaries**—the salaries paid are as follows:

Warden .....	\$5000 and maintenance
Deputy .....	2400 and maintenance
Chief clerk .....	2500 and maintenance
Guards .....	1200 to 1320 and maintenance
Doctor .....	1800
Repair man .....	1500
Farm supt. ....	1200

There is no pension provision.

### III. PRISONERS

**1. Population**—The average population for November 1927 was 546. The following analysis of population for the year ending November 30, 1927 includes not only the men sentenced as state prisoners but the city and county prisoners as well. The total of 2471 prisoners handled indicates the very rapid turnover in this institution. These statistics are therefore not comparable with the figures from other states.



**Ages when received:**

Under 20 years .....	261	30 to 39 years .....	698
20 to 24 " .....	443	40 to 49 " .....	453
25 to 29 " .....	426	50 and over .....	190

**Nativity:** (Data not supplied.)**Race:**

White .....	1305	Negro .....	1166
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**Education:** (Data not supplied.)**Sentences:**

No. on Indeterminate Sentence....	246
" " Determinate " ....	2225

Execution is by hanging. During the last fiscal period one man was executed.

**2. Classification**—Having to serve both as a state prison and a county jail, it is out of the question for this prison to have any scientific system of classification.

**3. Insane**—Prisoners adjudged insane are transferred to the state hospital for the insane.

**4. Women**—Women prisoners of the state have been housed for many years in the upper floor of one of the prison buildings. The location of their quarters has created an unusually difficult problem. Plans are under way for the erection of quarters outside of but adjoining the present institution, so that while the women will be entirely separated from the institution they will still be under the general charge of the warden.\*

\* Since the prison was visited these plans have been carried through and it is expected the new women's prison will be occupied in July, 1929. This will relieve the crowded condition and make it possible to keep in separate sections the men awaiting trial, the short-time or jail men and the penitentiary prisoners.

## IV. DISCIPLINE

**1. Rules and Regulations**—The usual prison rules are for the most part not found in this institution. The employment of only five guards during the day and two at night necessitates depending to an unusual degree on the inmate organization for the handling of

disciplinary matters. The Honor Court is made up of inmates who are elected by the inmate body, with the approval of the warden. When elected they serve permanently. The general discipline of the institution is handled by this court, with the cooperation of the warden. Inmate organizations have been developed in a considerable number of prisons, so far as certain phases of prison life are concerned, but in no institution in the country is administration entrusted so largely to the inmate organization or to inmates appointed by the warden to positions usually filled by civilian guards, as it is in this institution. The system has now been in use some eight years under two wardens.

**2. Punishments**—Loss of privileges, including the use of the recreation yard, visits, entertainments, etc., is the chief punishment for most offenses, the period of punishment depending on the type of offense. For the lesser offenses the punishment is usually loss of recreation for a short period. The use of the whipping post is never in any case a part of the prison discipline, but is a part of the prisoner's sentence given by the judge.

## V. HEALTH

**1. Hospital**—The hospital is located on the second floor of the administration building and has a capacity of five beds. Adjoining is a first-aid room. All operative cases and X-ray work are taken to the Delaware Hospital in Wilmington which also does all the needed laboratory work.

**2. Medical Staff**—A physician visits the prison daily and a trained nurse comes twice weekly to give antivenereal treatment to the women inmates. A dentist makes regular visits. An inmate is assigned to clerical work.

**3. Medical Examination and Care**—The inmate clerk first examines the male prisoners on admission, referring to the physician for further examination those who need it. Wassermann tests are made on all and infected cases are placed under treatment. A dentist visits the institution regularly. Eye examinations are made only on complaint.



There were no recognized cases of tuberculosis in the institution at this time.

**4. Psychological Work**—There is none except as symptoms develop which indicate special need.

**5. Commissary**—The kitchen and mess hall are located on the ground floor under the workshop. The mess hall tables are made of a white manufactured product which make possible a high standard of sanitation with a minimum of work. The kitchen equipment is adequate with the exception of the bakeshop. To remedy this defect a new bakeshop is planned.

The diet is ample. Vegetables from the prison garden are used generously. Before an inmate is assigned to kitchen duty he is required to pass an examination by the physician.

**6. Baths**—The bathroom is situated in the basement under the storeroom. The number of showers is ample and there are booths for dressing purposes. The bath schedule is once a week for the general population but more frequently for those doing dirty work.

**7. Recreation**—Space is available for baseball and other sports. The men are given periods in the yard daily as well as Saturday and Sunday afternoons.

**8. Entertainment**—Movies are shown three times a week and occasional lectures or musical entertainments are given. The inmates stage a show annually for the inmate population.

## VI. INDUSTRIES

**1. Workshop**—The single workshop of the institution is located above the mess hall. One end of the room is partitioned off for storage and shipping purposes. The rest of it is filled with sewing machines and equipment for making clothing. With the increase in population the space is no longer adequate. Ventilation is secured by fans in the windows, and the lighting is satisfactory. A fine new building for automobile work and mechanics has been built outside the prison proper.

**2. Character**—Clothing is manufactured under contract with Oppenheim and Company of New York.

**3. Employment**—Using an average for the month of November, 1928, the inmate population was employed as follows:

Clothing shop .....	225	Farms .....	37
Inmate guards .....	8	Inmates .....	8
Outside labor .....	32	Women .....	38
Construction .....	124		

Balance, 546, were men awaiting trial, sick and incapacitated.

**4. Vocational Training**—The construction work, farm work and some phases of institutional maintenance have considerable vocational value. The clothing shop has but little except for a very few men.

**5. Compensation**—Inmates are paid according to class. Class A men receive \$12.00 a month; Class B, \$8.00; Class C, \$5.00. The men on the farms or on maintenance are paid 15 cents a day.

## VII. EDUCATION

**1. Library**—The library, in charge of a negro lifer, is one of the best small prison libraries of the country. It is situated in the central rotunda and books are selected over the counter. There are 3200 volumes, 2000 of which are on the shelves, and a special exhibit of recent books and current magazines. Books are obtained by gift. The circulation is over 1100 volumes monthly.

**2. School**—The school has been for ten years in charge of a professor from the University of Delaware on a part-time basis. Nine inmate teachers receive \$5.00 a month in addition to their other pay. All school work is voluntary. Standard school courses are given and special courses when requested by groups of prisoners. The director lectures on civics and similar subjects at the end of each period. The school meets from 7.00 to 9.00 o'clock, two evenings a week from October first to June first. A third evening is to be added. The mess hall is used for a schoolroom. The enrolment runs from 80 to a maximum of 250. Textbooks are supplemented by newspaper and magazine articles in the English classes.

Correspondence courses are being taken by 25 men, supervised by the director. When a vocational building is completed trade courses will be given.



## VIII. RELIGION

1. **Chapel**—The institution auditorium is also used for a chapel.
2. **Chaplain**—There is no regular chaplain. Services are cared for by various clergymen from the city of Wilmington.
3. **Services**—Protestant services are held three weeks in the month and Catholic services one week.
4. **Other Agencies**—The Wilmington Y.M.C.A. conducts a Bible class and Sunday school each week.

## IX. INMATE COMMUNITY ORGANIZATION

The prison court, elected by the inmates and the use of prisoner guards appointed by and responsible to the warden have given the inmates a part in the management of this institution which is to be found in no other prison in the country. This organization affords real opportunity for training in citizenship.

## X. PAROLE

The figures for men paroled cover jail sentence men as well as state prisoners. Only those having sentences of one or more years are eligible for parole. During the last fiscal year 36 were paroled, four declared violators and returned to the institution, and the balance were discharged outright.

## XI. Cost

Gross cost for year ending 11/30/27 . . .	\$129,470.09
Earnings . . . . .	43,271.11
Net cost . . . . .	86,198.98
Gross per capita cost . . . . .	0.746
Net per capita cost . . . . .	0.497

Earnings are handled in prison account.

## COMMENT

The New Castle County Workhouse serves not only as the state prison of Delaware, but as the city jail of Wilmington. Such a com-

bination of institutions is to be found in no other state except Rhode Island. The functions of the state prison and county jail are so different that they have been kept separate in all except the smallest states.

This institution, in common with so many others over the country, is overcrowded and additional housing facilities should be added unless there is some reason for believing that the present population is likely to diminish.

Despite the overcrowding and the continual shifting of population due to the jail prisoners, the institution as a whole is maintained at a good standard of sanitation.

The proposal to build quarters for women prisoners outside the prison for men, but adjoining, is obviously a sound one. In few institutions in the country, where the women prisoners are still kept in the prison for men, is the situation of the quarters for women as unsatisfactory as it is here. While it might be better if the two institutions could be entirely separated, the reasons for keeping the two more closely related in a small state are understandable. Providing quarters for women entirely outside of the prison for men is a step recognized for years as one urgently needed.\*

While the number of women prisoners is small, the staff for handling them should be more adequate in number and in training, so that a program of activities comparable to that of progressive institutions for women in other states could be developed.

Two improvements in the plant are worthy of note. One is in the commissary department, where the mess hall has been separated from the kitchen by putting up a wall. The new tables in the mess hall are the best found in any penal institution in the country. The other improvement is the erection of a new workshop back of the prison enclosure to be used for work having vocational value.

The prison farms are adequate in size and are a useful feature of the institution. It would be interesting for the Delaware authorities to compare their farm equipment, buildings and farm program with those of such institutions as the Rhode Island prison and the Connecticut reformatory at Cheshire.

The major industry of the institution is clothing manufacture on

\* See footnote in prison report, Sect. III, par. 4.



the contract basis. It is housed in one large workshop. While the increase in population has made this shop quite crowded it is provided with good artificial ventilation and is well lighted, and aside from the serious overcrowding provides good working conditions. The sewing industry, of course, has no vocational value. Other industries are needed both to reduce the overcrowding in this shop and to give a more useful type of employment to such men as are likely to be benefited by it.

The most significant thing about the institution is its system of guarding and handling disciplinary matters. At the time the prison was visited there were 565 prisoners and but seven guards, five day and two night. In addition to the usual guard duties, some of the five day guards are responsible for the transfer of men to and from the courts in Wilmington.

Inmates selected by the warden are used for a majority of the duties usually given to civilian guards. In no other institution in the country, except in a few of the southern states which use inmates as gun guards, are inmates given as important duties as they are here.

In addition to the men appointed by the warden as turnkeys and watchmen, there is an inmate organization in which the various officers are selected by the inmates with the approval of the warden. This organization handles, under the close supervision of the warden, the discipline and a good part of the routine of the institution. The Honor Court tries the offenders against the institution rules, metes out punishment with the approval of the warden and to a very large extent conducts the affairs of the inmate community. The inmates selected by the warden for special duties and others elected by the prison population to positions in the organization of the prisoners have been meeting their responsibility under two different wardens for over eight years. During this time there have been no unusual number of escapes nor serious disturbances within the prison and it is primarily to provide against these two difficulties that civilian guards are employed. It is a striking demonstration of the part the inmates can take in the administration of a penal institution and the consequent lessening of the cost to the state.

The men elected to the prison organization have received valuable training in carrying on their various duties. How far this training

is made effective, for the whole prison population, would require an intensive study. It has been successful in many ways, as in preventing escapes or serious trouble in the institution and in handling institutional routine—no mean accomplishments.

Attention should be called to the fact that the whipping post is in use in this institution, not as a part of the prison discipline, however, but as a part of the sentence of the men sent to the institution and imposed therefore by the sentencing judge. It is never a punishment given by the warden for infraction of discipline within the institution. The warden has publicly stated his disbelief in the value of this form of punishment which is no longer tolerated by public opinion the country over.

The hospital facilities are inadequate for the population. In time this may be remedied, as the erection of a new hospital building is under discussion by the authorities. The policy of having a non-medical inmate clerk make physical examination and dispense medicine at sick call might well be questioned.

The library has been very much improved. It appears to be one of the best selected and arranged libraries found in an institution of this size in the country.

The institution needs additional housing and facilities for more completely separating the state prisoners from the jail prisoners, entirely separate quarters for the women prisoners, and more varied industries which have vocational value. These needs are obvious and urgent. Meeting them would do much to make the intelligent and sympathetic administration of this institution more effective.



## FLORIDA STATE FARM RAIFORD, FLORIDA

Visited February 13, 1928.

Raiford was established in 1913 as a farm unit at a time when most of the state prisoners were used on highways. It is now the state prison of Florida and all state prisoners are received here and either held or distributed later to the road units.

### I. GROUND AND PLANT

The present plant is a combination of early structures, rather crude in type and construction, of modern industrial buildings and a group of concrete buildings erected in 1928 providing for cell houses, commissary department and auditorium. The latter unit was under construction at the time the prison was visited and was to be ready for occupancy in the fall of 1928. The industrial buildings were completed the year previous.

The old institution was surrounded by a high board fence. The industrial buildings, workshops and the new prison plant are now surrounded by a high wire fence.

**1. Housing**—Until late in 1928 the inmates were housed in wooden dormitories. Possibly these arrangements were satisfactory for the population of a few years ago. The growth of population however resulted in an overcrowding as serious as found in any prison. It was to eliminate this that the construction of a regular prison plant was begun. The new cell house will have a capacity of 1200. Part of the housing is in cells planned for one or two men. On certain corridors larger units have been constructed.

This new concrete and steel cell house contains 360 cells 5.8" x 13 and 9.6" high for one or two men; 46 units for five men 12 x 19.6" and 9.6" high; 60 units for six men, 17.8" x 13 and 9.6" high and 6 units for ten men, 19.6" x 27.6" and 9.6" high. Each cell

or unit is equipped with washbowl and toilet of a good quality, and the larger units have a dental lavatory.

The cells are arranged on three floors instead of the usual three tiers. It appeared to be one of the most carefully planned of the newer cell houses in the country.

**2. Farm**—The state owns 18,000 acres, of which 15,000 have been fenced in and 3000 are either cultivated or used for horticultural purposes. The farm here, as in many other states of the South, is not merely an adjunct to the prison itself but is a major industry. The products that are needed are used in the institution; the balance is sold.

II. ADMINISTRATION

**1. Control**—The Board of Commissioners of State Institutions has the general control of the institution. This board consists of the Governor, Secretary of State, Attorney General, Comptroller and Commissioner of Agriculture. This is the Governor's cabinet and the members therefore are elected for four years. The members other than the Governor can be elected to succeed themselves.

**2. Warden**—The superintendent, as he is called in this prison, is James S. Blicht. He was appointed in July 1918 for an indefinite term of office. Mr. Blicht was for a number of years on the State Tax Commission, Secretary to the Governor, and to the State Board.

**3. Deputy**—The captain of the guard, as the deputy is called, is L. E. Mosley, appointed in 1917. He worked up through the ranks from guard to his present position.

**4. Guards**—The 35 guards are appointed by the warden. They work 12 hours a day, are provided with quarters and meals, and are given two weeks' vacation a year.

In addition to the civilian guards considerable use is made of inmate guards for gangs working in the fields and for some guard posts within the institution itself.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$4500	quarters and maintenance
Captain of guards .....	2100	and personal maintenance
Chief clerk .....	2100	
Guards .....	720	quarters and maintenance



Auditor .....	\$2100
Doctor .....	3000 and quarters
Dentist .....	2750 and maintenance
Shop foremen .....	1200 quarters and personal maintenance
Farm supts. ....	2100 and personal maintenance
Horticulturist .....	2100 " " "
Dairy supt. ....	2100 " " "
Chaplains .....	1800 " " "

There are 73 on the payroll of the institution.

There is no provision by the state for pensioning its employees.

### III. PRISONERS

**1. Population**—At the time the prison was visited there were 1432 inmates. Following is an analysis of the 1101 prisoners received during the year 1928.

#### Ages when received:

16 to 21 years .....	382	31 to 35 years .....	117
22 to 25 " .....	216	36 to 45 " .....	118
26 to 30 " .....	203	Over 45 " .....	65

#### Nativity:

Native born .....	1069	Foreign born .....	32
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#### Race:

White .....	427	Negro .....	674
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**Education:** (Data not available)

**Sentences:** (Data not available)

Execution is by electrocution. For the years 1925 to 1928, inclusive, 26 were executed.

**2. Classification**—Colored and white prisoners are housed in separate dormitories and the women in a separate building, but there is no scientific system of classification.

**3. Insane**—Insane prisoners are transferred to the state hospital for the insane at Chattahoochee by order of the State Board on recommendation of a commission consisting of two doctors, a county judge and three others.

**4. Women**—The women prisoners are housed in a wooden dormitory in a separate yard. These quarters are frightfully overcrowded, and double beds are largely used. The women work in a separate section of the prison workshops and on some parts of the farm work. The degree of segregation, common in most states where men and women are held in the same institution, is not possible here.

#### IV. DISCIPLINE

**1. Rules and Regulations**—In general the rules of the institution are liberal and the regime as a whole is neither repressive nor severe. There is no limit to the number of letters which may be written but inmates must furnish their own stationery and postage. Relatives are permitted to visit twice a month on Sunday. Books, papers and magazines may be sent either from the publisher or by families of the inmates. Smoking is permitted in most parts of the institution except where signs forbid it. There is a prison store at which inmates are permitted to spend up to \$1.00 a week. For such purchases they are allowed to draw a small amount of money.

**2. Punishments**—Loss of privileges and "good time" is the punishment used for many offenses. For more serious breaches of discipline solitary confinement on a diet of corn bread and water is used, either for a few hours or a longer period up to ten days. For men escaping from the farm leg chains may be used for ten days. All punishments are meted out by the warden.

#### V. HEALTH

**1. Hospital**—The hospital has two wards, each containing 25 beds and used for white and colored men inmates. Women inmates are treated in their dormitory, but a new ward of eight beds for colored women is under construction. Operating room facilities are available for major surgery, but there is no X-ray equipment. Laboratory facilities are lacking, but a room in the hospital is to be equipped to do the necessary laboratory work with the exception of Wassermann tests. A separate building about a mile distant is used for tuberculous patients. It has a capacity of 30 beds, 10 for white and 20 for colored men, in separate wards.



**2. Medical Staff**—A full-time physician is in charge of the hospital. There is also a resident dentist. A colored inmate physician acts as nurse in the colored ward and a white inmate nurse serves the white ward. Eight other inmates are assigned to hospital duty.

**3. Medical Examination and Care**—A physical examination is given to all new inmates. Wassermann tests are made and typhoid vaccine administered. All inmates are vaccinated against typhoid every three years. Dental service is provided for all. Eye examinations are made only on complaint.

Tuberculous cases are placed in the tuberculosis hospital which occupies a separate building and is under the control of a civilian guard. Each patient receives a quart of whole milk and two eggs daily in addition to the regular prison diet and cod liver oil is served three times daily.

Treatment is given all venereal cases.

**4. Psychological Work**—No mental tests are made except as symptoms develop.

**5. Commissary**—Provision is made for the commissary department in the new construction. This will be adequate in size for the prison population and modern in construction and it was officially stated that the equipment to be installed was up to the best institutional standards.

Meals are prepared in a central kitchen and carried to the various dormitories for serving cafeteria style. The diet is that commonly found in this section of the country, the meat usually fried pork, and fried vegetables with corn bread enter largely into the menu. Fruit is seldom served. A canteen is maintained where prisoners may purchase foods not served in the regular menu.

Before assignment to kitchen duty inmates are again examined by the prison physician to insure freedom from disease.

**6. Baths**—Showers and tubs are provided in each of the old dormitories and units of showers and toilets have been planned for in the new cell house and dormitory units. During the winter months the bath schedule is one a week and during the summer, daily.

**7. Recreation**—The men are allowed the use of the recreation yard daily after "task time." The recreation space is given on

alternate Sundays to the white and colored prisoners. Baseball, football and horseshoes are among the major sports. Funds for athletic supplies come from the proceeds of the prison canteen.

**8. Entertainment**—Moving pictures are shown Saturdays throughout the year. The film is shown on Saturday night for guards and trustees. There is also an inmate orchestra.

VI. INDUSTRIES

**1. Workshops**—The new workshops housing the shirt and underwear shops and auto-tag plant, were erected recently. They are well lighted and ventilated and conform in most respects to modern factory standards.

**2. Character**—The tag and shoe factories are on state use, the underwear and shirt factories on contract and the farm on the state-account basis. Salant and Salant of New York have the shirt contract and the Riverside Underwear Company of Jacksonville the underwear contract.

**3. Employment**—On February 15, 1928, 1432 prisoners were employed as follows:

Construction .....	216	Poultry .....	19
Improvement .....	64	Dairy .....	14
Maintenance .....	151	Main office .....	7
Factories .....	480	House and yard .....	481

**4. Vocational Training**—The shoe and auto-tag shops, tannery, dairy, poultry plant, apiary, and some of the phases of the farm work, have considerable vocational value.

**5. Compensation**—For over-task in the contract shops men are given a small bonus. No regular system of pay has been developed for inmate labor.

VII. EDUCATION

**1. Library**—There are no books excepting a very small collection of poor volumes in one of the dormitories.

**2. School**—There is no educational work.



## VIII. RELIGION

1. **Chapel**—The floor over the main hall and commissary department in the new building is to be the institution auditorium and chapel.

2. **Chaplains**—There is a full and a part-time chaplain.

3. **Services**—Church and Sunday school services are held each week. Attendance is not compulsory.

4. **Other Agencies**—In addition to the regular services, Christian Science services are held twice a month, and there are also meetings by the Salvation Army, Volunteers of America and the Christian Endeavor Society once a month.

## IX. INMATE COMMUNITY ORGANIZATION

While this institution makes considerable use of inmates both as trustees and as gang foremen, there is no system of inmate community organization to train men in the duties of citizenship.

## X. PAROLE

There is no separate parole board in the state. The Governor and the first four members of his cabinet act as a pardon board and meet semi-annually for this purpose. In place of parole, conditional pardons are given.

## XI. COST

(Data not supplied.)

## COMMENT

This is now the state prison although originally it was known as the state farm. Not only has the name been changed but the institution itself is being rapidly developed to conform to its new description. No other prison in the country has had so rapid an increase in population. It is now a curious combination of a farm prison and an industrial prison.

At the time the prison was visited the inmates were housed largely in wooden dormitories, crude in construction, inadequately equipped, poorly ventilated, badly overcrowded and presenting a serious fire hazard. The dormitories for women, in a separate yard, were even worse than those for men and double beds only were provided throughout the women's department. In no other state in the country were as bad living conditions for women found.

A building program is being carried on to meet the change in function of this institution and the rapid increase of population. An inmate architect, an inmate building superintendent and inmate labor are producing a concrete and steel structure of modern design and type at a cost probably less than that for similar construction in the penal institutions of any other state. This building, when completed, will provide a commissary department, a general assembly room and a number of cells housing from one to a dozen or more men. The finish is a bit cruder than many states have found advisable, but it is such that a good standard of sanitation can be maintained. It is one of the most interesting illustrations of what can be done with inmate labor, most of which is not only unskilled, but entirely without experience in building work. The vocational value of such work should not be overlooked. The building program should be continued until adequate housing is provided for the entire population.

The new industrial shops are of modern type and recent construction. They provide working conditions for the most part equal to those of modern factories on the outside. The industries are conducted on the state-use, state-account and contract bases. The state might well give consideration to the development of more state-use or state-account industries in view of recent federal legislation.

In no other institution of the country are women prisoners so little separated from the men as here. Both men and women work in one of the shops, though in separate sections, and in some other details they work together. There are no matrons other than prisoners.\* It is recognized as good practice today to care for women in entirely distinct institutions. If this cannot be done in Florida, the

\* Since the prison was visited a paid matron has been employed.



women prisoners should be more carefully segregated and should have competent supervision by matrons.

The appearance of the hospital and the comfort of the patients would be greatly improved if regular hospital beds were provided.\* The present bed equipment is a collection of beds of various kinds and sizes. Uniform equipment would also stimulate better house-keeping.

The tuberculosis hospital is one in name only. It is inadequately supervised from the standpoint of proper ventilation and activities of the inmates. It is badly in need of renovation. Its housekeeping standards are at a low ebb.

There is no educational work, although a high degree of illiteracy prevails among the inmates. There are a few books but nothing worthy of the name of library. These conditions should be remedied by securing the cooperation of the state educational authorities.

Many of the details in the prison and on the farm are guarded by inmates. A similar system of guarding is found in Arkansas, Louisiana and Mississippi. In these states, however, the inmate guards are usually mounted and armed, while here some of the smaller details are in charge of unarmed guards.

While this system of guarding comes as a shock to people who are acquainted with the prison system of the country generally, it should not be judged theoretically or arbitrarily. How completely good administration can and is guarding against these dangers is a question which would require more intensive study. The dangers of such a system are so obvious that a heavy burden of proof rests on those using this system.

The character of the institution has changed very rapidly since it became the prison for the state. On completion of the building program attention should be given to raising the standard of the medical service, establishing educational work and developing other activities of a constructive nature. This should be easier here than in many institutions, for there appears on the whole to be less of an institutional and more of a natural atmosphere than in most prisons.

\* Since the prison was visited hospital beds have been installed.

## ROAD CAMPS

Florida maintains 19 state-operated road camps.\* In addition there are 40 county camps and one leased camp. These latter camps are only under the control of the State Prison Department to the extent of periodic inspections which are more or less perfunctory. They are all far inferior to the state-operated camps in all respects and cannot be given a rating higher than being a disgrace to the state. Some of them are steel wagon cages while others are county stockades with the men carried to the place of work by motor trucks.

The state camps are crudely constructed and in most instances overcrowded. They are of standard construction and are located within an enclosure surrounded by a wire fence ten feet high. There is only one entrance to the building used as living quarters. As this appears inadequate as an exit in an emergency, a serious fire hazard is created. There are no laundry or washing facilities except basins and tubs in the yard. Toilet facilities are crude and not easy to keep clean and sanitary. In some of the camps double-deck bunks are used.

The commissary department is light and airy and the meals appear wholesome and adequate. The lack of flooring in the mess room is bad practice as it permits a large amount of dust to settle on the food while cooking and after it is placed on the table. The constant tramping of men in and out of the building cannot help but pulverize a dirt floor.

The convicts are engaged in state highway construction and maintenance. They work 60 hours a week including time going to and returning from work.

At the time the camps were visited there was a total population of 1132 men in the state camps, 410 white and 722 negroes; and 1581 in the county camps.

Punishments consist of solitary confinement on bread and water and deprivation of privileges. There are no recreational or educational facilities.

There is no compensation granted by the state but prisoners are

\* Full report of the survey of Prison Camps of this state is printed by the Society in a separate form.



permitted to accept gratuities. In some instances these gratuities, especially for assisting stranded autoists out of bad places in the highway have been quite generous. It is felt this is a bad practice.

Florida could well improve the housing and general conditions in its camps, through the adoption of a standard type of building and practices similar to those in Alabama. The present type of building for housing purposes is quite inadequate and impossible to keep in a proper state of sanitation. Efforts should be made to increase the salaries of the officers in order that this work may attract a higher type of official. Florida must rank below Alabama, Virginia and North Carolina in general road camps conditions. Effort should be made to provide legislation compelling all counties to turn their road camps to the state for operation.

## GEORGIA PRISON SYSTEM

Milledgeville—Visited February 15, 1928.

Camps—Visited during January and February, 1928.

### GENERAL STATEMENT

The Georgia prison system is under the control of the Prison Commission of Georgia consisting of three members, one being elected every two years for a six-year term. The members receive \$3500 a year and traveling expenses. The office of the board is in the capitol at Atlanta. The members are R. E. Davison, Chairman; E. L. Rainey and G. A. Johns.\* They appoint the superintendent of the State Farm at Milledgeville and the wardens in each county on nomination of the county commissioners. In the latter cases the superintendent of roads, who is also the warden of the county stockade, is the man appointed by the state board as warden for the state prisoners.

After a man is convicted and sentenced the clerk of the county court notifies the state commission, which sends one of its transfer officers to the county to transfer the prisoner to the State Farm, or notifies the county warden to transfer him to the camp to which he has been assigned. The state budget covers only the salaries of the board, clerical and transfer officers, and the transportation charges. As soon as the inmate is turned over to the county all charges are carried by the county in exchange for their labor.

In the report for the year ending December 31, 1926, the following data are given in regard to the 2945 prisoners of the state:

#### Ages when received:

12 to 19 years .....	389	30 to 39 years .....	652
20 to 24 " .....	777	40 to 49 " .....	274
25 to 29 " .....	633	50 and over .....	220

\* Since the prison was visited Mr. Davison has died, E. L. Rainey has been made chairman and G. A. Johns, vice-chairman; the third member is Vivian Stanley.



**Race:**

White ..... 810      Negro ..... 2135

**Sentences:**

No. on Indeterminate Sentence .....	1517
"    "    Determinate .....	1428
Up to 5 years .....	270
Bet. 5 and 10 years .....	229
" 11 and 20 " .....	168
" 21 and 30 " .....	15
" 31 and 40 " .....	2
Life .....	744

The budget allowance for the state board, for the year 1926, including salaries, clerical help and traveling expenses, was just over \$24,000. The expenditures for the Milledgeville institution, including the men's section, the women's section and the hospital, were approximately \$85,000. All other costs are borne by the counties.

## STATE FARM

Milledgeville was the site of the state prison at least as long ago as the middle of the last century. While today it is in reality the dumping-ground of the state prison system, it is still not uncommonly thought of as the state prison. The institution at present is divided into three parts, the section for men with 201 inmates, a tuberculosis hospital about a mile distant having 61 inmates, and the institution for women about two miles away. These institutions are under the general superintendence of Ben. H. Dunaway, appointed in 1922.

The only industry at the men's section is farm work.\* The buildings are old and their construction such that it makes exceedingly difficult the maintenance of a satisfactory standard of sanitation. The men are housed in dormitories. Cells have been installed on a lower floor for isolation purposes and also for the care of insane prisoners, as there is no provision in the state for their transfer to a state hospital.

\* Installation of machinery for manufacturing auto-tags for Georgia was commenced at the State Farm Aug. 1, 1929.

The women's section for the 70 white and 200 negro prisoners under the immediate care of a deputy warden and his wife is housed in buildings that are old and not particularly well adapted to their purpose. The housekeeping, however, is of such a high order that the quarters seem to be on the whole satisfactory. The white prisoners are used at housekeeping and light duties, and the colored inmates at farming.

The tuberculosis hospital takes the tuberculous inmates from the entire prison system of the state. The buildings are not modern in construction, arrangement or upkeep and the hospital facilities are not up to modern standards in any respect. It does, however, by isolating the infected individuals, tend to protect the rest of the population from infection.

### ROAD CAMPS

The camp system appears to have been used in Georgia on one basis or another at least as far back as 1848, for one of the camps has been located on its present site since that date. Most of the able-bodied state prisoners are kept in these camps.

The various units are county camps, usually on land owned by the county. In some cases they consist of just a few acres, in others they are the county farm. The buildings vary from concrete structures with fairly modern equipment in a few counties to old ramshackle buildings and only cage wagons in many others. Between the two extremes there are a few buildings constructed of brick. The buildings proper are ordinarily surrounded by a high board fence; some by a wire fence.

The sleeping quarters are in most cases dormitories. In many the facilities for lighting, heating and ventilation are quite inadequate. In a few of the newer ones these facilities have been fairly well provided for. In many of the old ones and some of the new, buckets are used, in others flush toilets that are quite impossible to keep in a sanitary condition. The construction in many is such that it is impossible to avoid unsanitary conditions of a serious nature throughout the place.

While the men in the main stockades are for the most part



housed in dormitories, in many of the branch camps the old steel cage wagon is still used. Wagon camps are supposed to have a tent over the mess tables but in some camps where the old tent has worn out it has not been replaced. In bad weather this results in overcrowded and unsanitary conditions. The use of cage wagons for housing and the crudeness of every facility put these camps at a low level of living conditions which in no way approximates modern standards.

The commissary departments, like the dormitories, vary with the camps. In some, the construction is such that a good standard of sanitation may be maintained and proper lighting and ventilation secured but in many it is hardly possible to maintain even a minimum standard. The table dishes in some cases were found to be rusty tin. The food is ordinarily prepared by inmate cooks, usually quite untrained.

In the county the camps come under the general charge of the warden who has a triple responsibility: he is responsible to the state for the care of the state prisoners—felony cases; to the county for the care of county prisoners—misdemeanant cases, and to the county generally as road superintendent. In some cases the warden lives at or near the central stockade, but in many cases he lives at the county seat and has his office in the court house, the central stockade and the branch camps being in charge of the deputy wardens. The wardens are paid entirely by the county.

Salaries are low in all but a very few counties. This makes the securing of competent officials difficult. The selection is based ordinarily on competency to do road work rather than to handle men with a view to preparing them for release.

The rate of pay for wardens varies with the counties. In the camps visited it runs from \$125 to \$150 a month, with quarters and maintenance. The pay of deputies varies from \$100 to \$150 a month, and of foremen from \$85 to \$100. Guards receive from \$55 to \$75.

The number of guards varies with the size of the camp, running from two day and one night guard in small camps, to 15 or more in the large camps. The guards are appointed by the warden and work as many hours a day as required. They have ordinarily two days off a month and ten days' vacation.

The county medical officer or a local physician is responsible for the medical work. Most of the main camps have small infirmaries in their stockade, one for whites and one for colored. A state medical inspector, as provided in Alabama and Virginia, would prove invaluable in developing acceptable standards in the medical service.

A number of years ago the use of the lash was abolished in the state, and in its place by order of the Prison Commission has been substituted the use of the stocks and the sweat box. The sweat box was abolished by the State Farm superintendent several years ago. The State Farm uses the stocks exclusively. The sweat box is just large enough to let a man stand erect when the door is closed. There is a breathing slot 1 x 4 inches a little below the height of the average man; this is the only ventilation in the box. Men are confined in these boxes from a few hours to, in one case, four days. In this instance the prisoner was taken out by the doctor and had to be kept in the hospital for two weeks to reduce the swelling of his legs. The stocks vary in type of construction, also in use. In one of the camps in the room where the stocks are located a clock is placed in front of the man so that he can check the length of time he is kept in them, ordinarily from 35 minutes to an hour, though he may be returned again after 15 minutes of freedom. In some of the stocks a man is seated on the edge of a board so that circulation is cut off, and that part of the stocks which holds the hands is either raised or moved forward a few inches and the position is one of great strain. The slots for the hands and feet are padded so that the circulation on both hands and feet is quickly cut off. For some offenses, of course, the men are reprimanded and the above forms of punishment are not used. In most of the camps men are put in step-chains for attempting to escape, and sometimes as punishment for other offenses. In other camps bull-chains are used but only for locking the men up at night. The use of these forms of punishment varies with the man in charge and his ability to get on with the men and get work out of them. In a few of the camps the morale appeared fairly good, in many quite the reverse.

There is ordinarily no limit to the number of letters that may be written or received, or to smoking outside of working hours. In most units visitors may be received every Sunday, but in some cases



they are limited to once a month. In most of the camps there is a store in which the men may buy a considerable variety of articles.

In some units a fair number of shower baths is provided, in others old iron tubs are used, and in some the old style washtub. In the latter cases the water is usually heated in a big iron kettle and ladled out into the tub. These tubs are generally placed in the open. During the cold weather baths are out of the question for a considerable period of time. In most of the camps the clothing is washed and boiled in big tubs; one of them has installed modern machinery for laundry purposes.

Little or no recreation was found in any of the camps, except checkers, chess and music. At the State Farm motion pictures are given once a week.

Most of the men are engaged in grading county roads, though in some cases they are used not only for making the grades but for all parts of the road-building program. Some of them are used for grading school yards and other such work of a public nature. The hours of work are from sun to sun. There is no compensation for work done.

In the camps there is no library, and no educational work is undertaken. Religious services are held every Sunday. Attendance is compulsory.

(Full report of the survey of the prison camps of this state is printed by the Society in separate form.)

## COMMENT

The prison system in Georgia is unique in a number of respects. It is, with the sole exception of Mississippi, the only state in which the governing board is an elective one. This method of establishing control has not commended itself to any of the other 46 states. In no other state is the actual control of the state board over the state prisoners so limited as it is here. The state is responsible for the transfer of the state prisoners from the county jail to the county camps. It has authority for inspections but little real control of the men after they are transferred to the counties.

For all practical purposes, at least, the state prisoners are in the

hands of the warden of the county who, as he is paid by the county and responsible to it for getting road work done, is certain to be more impressed with his responsibility to the county than to the state.

Prisoners in Georgia receive no wage. On discharge they are given civilian clothing not to exceed eight dollars in value and a railroad ticket to the station nearest the place of their conviction, even if their home is in another part of the state. When they get off the train with neither money nor a job they are liable to arrest and reimprisonment as vagrants. The sheriff and some court officers are paid on the fee basis in most counties. The fee system is everywhere a vicious one but in no other state do conditions make it so intolerable as it is in Georgia.

Even the authority for inspection which is vested in the State Board of Control has been rendered futile through lack of sufficient appropriations to cover the employment of a staff of competent inspectors. Again, the counties can and probably would refuse to take state prisoners if standards were raised to a proper level. Some of the counties are not at all anxious to have state prisoners, for the number of county prisoners is increasing and the work of grading county roads is in some instances nearing completion. The state board has no other place for its prisoners and seems, therefore, to have accepted conditions which should not be tolerated.

The State Department of Public Welfare was apparently granted power to inspect and report on conditions in the camps but because of an adverse decision of the Attorney General has not used this authority. The validity of this ruling has been questioned by leading citizens of the state, and a test case might well be instituted.

The absence of any centralized control may explain the poor quality of medical service and the lack of any common standards of planning, constructing and keeping the buildings up to sanitary standards. Some of the counties visited such as Bibb, Cobb and Floyd, have developed quite good housing facilities, but others in their arrangement, construction and upkeep are a disgrace to the state, county institutions though they be.

The cage wagons were put in use when most of the convicts were negroes. In recent years a marked increase of white and a corresponding decrease of negro prisoners is noted. This type of housing



was never satisfactory. Changes in public opinion, the rise in standards of sanitation and the change in population together make urgent the discontinuance of this primitive form of housing.

The use of cage wagons may save wages of guards but the crowded wagons and lack of supervision create conditions in which unnatural vice inevitably runs rampant, conditions for which no state can afford to be responsible. Cage wagons have no proper use today unless for exhibition as historical curiosities.

The equipment as a whole is defective in most camps. The only bathing equipment in many is tubs in the open air. In cold weather this means that no baths are taken, a condition not found or tolerated in any other state.

Milledgeville, so far as the men's section is concerned, may be only a dumping-ground but the state ought to make an appropriation large enough to put the whole plant in good shape and keep it up to the standards that have become accepted as proper for a modern institution. Industries should be provided for more men. Men are bound to degenerate under conditions of idleness.

Aside from the fact that the men at the tuberculosis hospital are separated from the general population, which would keep down the danger of infection, little can be said for this institution. In its diet, bathing facilities, housing, and in every other respect the standards are far below minimum standards of most states for caring for this type of prisoner.

In connection with the case referred to in the report, of a man kept in the sweat box for four days and afterwards two weeks in the hospital to permit the swelling of his legs to go down, the state law should be noted:

"They (the wardens) shall safely keep all prisoners committed to their custody, rigidly enforce discipline by the use of such humane modes of punishment as will best enforce submission to authority and compel and induce the performance of good and faithful labor during work hours, such as solitary confinement, restriction of privilege of receiving visitors, and other privileges usually accorded a first class prisoner, strictly enforcing grade rules and good conduct account; the use of shackles and striped clothing, fastening them in such a way as will cause them to be restricted in their movement,

or such other modes of punishment as the warden may be compelled to use which are not *unusual or cruel* in its nature."

If this use of the sweat box does not constitute cruel and unusual punishment in the strictest legal sense it does so by every standard of common sense and humanity.

The rules provide for dressing first grade prisoners in gray, second in brown and third in stripes, yet in only two or three camps were any uniforms except striped ones noted. At the State Farm prisoners with good records wear gray or brown.

The state has no real voice in the selection of the warden or deputies, and little knowledge of and no real control over the state prisoners after they are turned over to the counties. The organization is defective and the methods of discipline it fosters are vicious.

The utter lack of a library except at Milledgeville, where there is a fair one, and the entire absence of any educational program or other constructive effort so far as the men are concerned, are serious defects. The sole purpose appears to be getting work out of the men, with but little recognition of the fact that a majority of them are in a short time to be released again to society and that preparing them for release may be at least as important to the state as deriving profit from their labor.

Georgia exceeds in size and wealth most of the nearby states but its prison system must be placed at the bottom of the list. Alabama has reorganized its prison system quite effectively. Georgia should reorganize its entire system before serious scandal or the refusal of the counties to take state prisoners—not a remote possibility—creates an emergency of a grave nature. Such a reorganization in Georgia is involved to an unusual degree with the tax system and the penal code of the state. The prison system may not be the only or even the primary reason for a new code but the urgent needs of the prison system alone more than justify it. State pride should unite with other reasons for reorganization and transforming the penal system.



## IDAHO STATE PENITENTIARY BOISE, IDAHO

Visited July 15 & 16, 1928.

The territorial prison was established near Boise in 1868. The same official acted as U. S. Marshal and was also warden of the prison. The present plant is a development of the old territorial prison.

### I. GROUND AND PLANT

After several years of neglect a recent appropriation has enabled the officials to make substantial improvements in the prison plant, both on the old buildings which so urgently needed renovation, and a combination trustees' building and storerooms just outside the wall.

1. **Housing**—Three old cell houses containing 164 cells on three tiers measure 7 x 5.6" and 6 feet high. They are not up to modern standards in many respects, but the cell houses have been painted, and were being put in good condition considering the old type of construction. The cells have no plumbing and are inadequately lighted and ventilated. Buckets are used for toilet purposes. Double-deck bunks with straw ticks are used for beds.

The new cell house just completed is up to modern standards in every respect. The cells are arranged on four tiers. Twenty-four of them, 8.6" x 9.6" and 7 feet high are planned to house four men. There are 32 cells, 8.6" x 5.4" and 7 feet high, planned for one or two men. These cells have full-grated front, toilet and washbowl of good quality, and are well lighted and ventilated.

Provision is made for housing trustees in a dormitory which is 32 feet wide and 50 feet long, situated just outside the prison gate. This building, fire-proof in construction, will provide a dormitory that is well lighted and ventilated and equipped with shower baths, toilets, and all the facilities that an institutional dormitory should have. This dormitory will provide housing for about 30 men.

**2. Farm**—The farm buildings are located near the prison on state-owned land. These buildings, like the rest of the prison, have been substantially improved in recent years.

Five hundred acres of land at some distance from the prison are leased for farm purposes. Most of the products of the farm, pig-gery and dairy are used in the prison dietary.

## II. ADMINISTRATION

**1. Control**—The general control of the prison is in the hands of the Board of Prison Commissioners composed of the Governor, Secretary of State and Attorney General. This board appoints the warden and with him shapes the policy of the institution. As the board acts as a pardon and parole board, it visits the institution several times a year.

**2. Warden**—J. W. Wheeler was appointed in 1925 for a term of two years. Previous to his employment he had been rancher, water master and sheriff.

**3. Deputy**—D. W. Ackley is the deputy warden. He has had 31 years' experience in institutions, all but three years of which have been spent in the Idaho prison.

**4. Guards**—There are 27 guards appointed by the warden. They work on 11 and 12-hour shifts. Quarters and mess are provided and a 15-day vacation is allowed annually.

**5. Salaries and Pensions**—The salaries paid are as follows:

*Warden .....	\$2400	quarters and maintenance
Deputy .....	1200	" " "
Guards .....	900	quarters and maintenance
Doctor (part time) .....	720	

There is no pension provision.

## III. PRISONERS

On July 16, 1928, the day the prison was visited, there were 419 inmates. The following analysis is given of the 408 inmates received during the biennium ending November 30, 1928:

\* The warden provides a matron for the women's section out of his salary.



**Ages when received:**

20 years or under .....	77	31 to 40 years .....	83
21 to 25 years .....	108	41 to 50 " .....	40
26 to 30 " .....	71	Over 50 " .....	29

**Nativity:**

Native born .....	361	Foreign born .....	47
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The foreign born were from the following countries:

Canada .....	15
Mexico .....	12
From 13 other countries .....	20

**Race:**

White.....	391	Negro.....	12	Other races.....	5
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**Education:**

Years of school or college attendance are given as follows:

None .....	13
Less than one year .....	9
1 to 5 years .....	75
6 to 10 " .....	277
11 to 16 " .....	34

**Sentences:**

No. on Indeterminate Sentence .....	368
" " Determinate .....	40
Under 5 years .....	5
Bet. 5 and 10 years .....	2
" 11 and 20 " .....	2
Over 40 years .....	1
Life .....	30

The method of execution in Idaho is hanging.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—Prisoners adjudged insane are transferred to the state hospital for the insane.

4. **Women**—Quarters are provided for women prisoners in a walled enclosure just outside the prison proper. At the time the prison was visited there were four women inmates. The laundry work for the officers was the only industry provided. The warden's wife acts as matron.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence system. Letters are permitted on the second and fourth Sundays of the month, special letters by permission of the warden. Magazines, books and newspapers may be received either from the publishers or from the relatives of the inmates. Visits are permitted on Saturday and Sunday afternoon, one visit a week from friends or relatives and business visits at any time. Smoking is permitted both in the yard and cells. The men are allowed to purchase canned food, tobacco and candy on order day once a week.

**2. Punishments**—Loss of privileges is used as punishment for minor cases. Eighteen dark punishment cells, 12 of which have been erected in the last year or two, are used for the more serious offenses. In these the men are ordinarily confined two or three days to a week or ten days. Occasionally men are held 30 days and in one case an inmate was confined for upwards of a year.

#### V. HEALTH

**1. Hospital**—The hospital occupies quarters on the first floor of a building centrally located in the prison yard. There is one ward of seven beds, a small office, and a room where the inmate in charge sleeps. There are no facilities for surgical work beyond first-aid and no X-ray equipment is provided. No laboratory work is done. Meals are sent in from the general kitchen.

**2. Medical Staff**—A physician visits the hospital daily to care for the general needs of the inmates. Another physician is engaged to administer treatment for venereal disease. One inmate acts as hospital steward and clerk.

**3. Medical Examination and Care**—Incoming prisoners are given a physical examination and Wassermann tests are made. Anti-venereal treatment is given those needing it. Inmates are taken to a dentist downtown for treatment unless it is considered unsafe to permit them outside the prison walls; the dentist visits the prison to treat such cases. Eye examinations are made only on complaint.



Tuberculous inmates are assigned to light work in the yard and given a supplementary diet of milk and eggs.

**4. Psychological Work**—No psychological work is done.

**5. Commissary**—The mess hall, used also as a chapel and auditorium, is not large enough for the present population and does not approach modern institutional standards in construction, lighting or ventilation. The bakery in the basement is clean and well kept but is not provided with a dough mixer. In the kitchen all the cooking is done on ranges. Both kitchen and bakery need forced ventilation.

The dietary shows an inexcusable monotony and lack of fresh vegetables. Potatoes and beans are served with monotonous regularity. The food is rationed, although additional bread may be had.

**6. Baths**—Twelve shower baths have been installed in the old bath house. One bath a week is required. Kitchen men and some others are permitted to bathe daily.

**7. Recreation**—The space available for recreation is adequate. The men are given an hour in the yard daily and from 12.00 to 4.00 on Saturday afternoon; Sundays and holidays from 8.00 in the morning until 4.00 in the afternoon. Baseball is the principal sport and boxing bouts are arranged for holidays. Funds for recreation activities are raised among the men.

**8. Entertainment**—Movies are shown once a month during the winter; there is little other entertainment.

## VI. INDUSTRIES

**1. Workshops**—The workshop erected in 1923 is a one-story building of modern factory type. It is well lighted and ventilated and provides adequate space for the present number of men assigned to the shop.

**2. Character**—The industry is shirt making, under contract with the Far West Company, a subsidiary of the Reliance Shirt Manufacturing Company of Chicago. The garden and farms are operated for institutional use.

**3. Employment**—On July 16, 1928, the 418 inmates were distributed industrially as follows:

Shirt factory .....	219
Construction .....	26
Inside maintenance work .....	63
Farm, garden and other outside work .....	71
Sick and disabled .....	15
Locked in cells or under punishment .....	14
Unassigned .....	10

**4. Vocational Training**—New construction work and part of the farm and maintenance work have some vocational value. The major industry, employing about half the population, has none except for a very few men.

**5. Compensation**—A few of the men doing office work are paid a flat rate of \$16 a month. Others in the workshop are paid on the bonus basis, the amount varying from \$1.40 to \$4.43 a month. The total payroll for March, 1928, was \$442.50; for June, 1928, \$334.24.

## VII. EDUCATION

**1. Library**—There is a library of 5270 volumes with a circulation of 300 a week. New books are purchased from visitors' fees and 55 different magazines are subscribed for. The expenditure for books and magazines is about \$100 a month.

**2. School**—There is no school.

Six men are taking correspondence courses.

## VIII. RELIGION

**1. Chapel**—The mess hall is used for religious services.

**2. Chaplain**—A chaplain, who also acts as parole officer, was recently employed.

**3. Services**—Protestant services are held weekly and a visiting Catholic priest conducts occasional services.

**4. Other Agencies**—Delegations from churches in Boise conduct religious services. Salvation Army and Christian Science services are also held.

## IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization to train the men in the duties of citizenship.



## X. PAROLE

The Board of Prison Commissioners also acts as a parole board. The institution has recently employed a pardon officer to give more adequate attention to men on parole. He also serves as chaplain.

Prisoners may not apply for parole until their minimum sentence has expired, if they have a previous record. If they have no previous record applications for parole may be considered after a year of good record in the institution.

No parole statistics are available as yet.

## XI. Cost

Gross cost for the biennium ending	
11/30/28 .....	\$227,822.28
Net earnings .....	66,808.99
Net cost .....	161,013.29

Average number of prisoners for biennium .....	396
Average daily per capita cost .....	.749

## COMMENT

Few prisons show more physical improvement in the last three years than the Idaho prison. A generous appropriation following long years of neglect has made possible great changes in the deplorably dilapidated plant. The major addition is an excellent cell house containing 32 cells for four men and 20 double cells. It is modern in every respect and the construction work done by inmates is of a high grade. The two old cell houses are still very bad and their upkeep is below the better prison standards. Thorough renovation promises to offset this condition in part. The small dormitory is a crude affair and should be abandoned as soon as possible. The overcrowding from which the prison suffered, however, has now been greatly reduced. There are 364 cells for 419 men, and a new dormitory building is being constructed just outside the main gate. This

will house 30 trustees and the guards, and will supply facilities for the commissary stores.

In addition to the new construction, repairs and a general cleaning up have gone forward. The hospital has been improved, the farm buildings near the prison have been put in good condition, the partially completed building which had stood for many years inside the walls has been torn down, and the grounds made neater and more attractive. Electric fans have been installed in the shirt shop. The shower baths which replace the single bathing-tank are crude but represent a vast improvement.

It is to be hoped that the state will continue its program of reconstruction until the plant has been thoroughly modernized or a new plant built. It has been demonstrated that the inmates can do excellent construction work at greatly reduced cost. The two old cell houses should be replaced as soon as possible. The whole culinary department is below the accepted prison standard. In general, however, the improvements made are so great that one feels inclined to be hopeful of further advance.

In view of the idleness prevalent in many prisons, Idaho is fortunate in having an industry which employs 50 per cent of its men. The making of shirts, however, has almost no vocational training value in a man's prison, especially in a non-manufacturing state whose prisoners are largely outdoor men. The shop itself is thoroughly modern and the installation of electric fans has improved working conditions. The industry is operated under a contract and is open to the criticisms that fall on all contract industries in prisons, although the abuses which were at one time considered inherent in the contract system no longer necessarily exist. The contract is apparently profitable to the state, but the working morale in the shop does not appear to be good. There is a bonus for over-task, but the average amount earned per month is only \$1.50 to \$2.00, a smaller amount and earned by fewer men than in most prison shops.

The farm operations near the river should be expanded. It is unfortunate that the prison was not originally located on or near better farm land, but other prisons find it possible to operate farms some distance away.

The women prisoners now number four but at any time that



number may shrink to two or even one. Their quarters are much larger than their numbers demand. Some more economical use could undoubtedly be found for these quarters and a more suitable place constructed for the women if it is impossible to send them to an institution for women in this or some nearby state.

A minimum amount of hospital work is being done. The division of work between two physicians reduces the responsibility and the interest of both to the lowest point. The lack of equipment makes possible only the crudest sort of medical work. There is no attempt to correct defects and, due to the rigid discipline in force, inmates are given little encouragement to visit the hospital.

There should be some educational work and it is probable that teachers from the local schools could be employed on a part-time basis to conduct it. The mess hall is not adequate for its present use as an auditorium and chapel. It could, however, be used for school work until better quarters are available.

With real improvement in the physical plant has come retrogression in disciplinary methods. The present administration is frankly and outspokenly "hard-boiled" in its methods of punishment. While one must respect frankness and disinclination to hide questionable methods, the fact remains that the punishment meted out here is a denial of practically all that has been learned about the handling of criminals in the last 50 years. The punishment cells are little better than medieval dungeons. There are 18 of these cells, 12 having been added in the last three years. This is a larger number of punishment cells, in proportion to the population, than any other American prison has, and the cells are the worst seen in any institution. They have solid doors, pierced only by a narrow slit and a few holes, and are enclosed in a solid concrete building, ventilated by a small intake fan, which is not kept running at all times. There is a small ventilator in the roof of each cell. Men have been kept in the punishment section for as long as 16 months. Other prisons find it sufficient to have isolation sections for chronic offenders that are neither dark nor badly ventilated. Conditions that are certain to be destructive of health and sanity cannot achieve the moral purpose for which they are designed. Most prisons do not use cells as bad as these even for short-time punishments.

Gun guards are still stationed in the shop and the mess hall. Few prisons, and those not the ones handling the most troublesome criminals, retain these relics of the days when all prisoners were looked on as dangerous beasts who could be restrained only by the club and the gun. There is no evidence available that Idaho has a particularly difficult penal problem, unless it is one created by the very methods used to solve it.

Prison buildings are only means to an end; that end is the turning of criminals into law-abiding citizens. A prison administration, handicapped by a poor prison plant which inevitably affects the morale of the prisoners, has a more difficult problem of rehabilitation than a modern and well-equipped plant. It is, however, the spirit of an institution that counts. Buildings cannot reform men; they can only serve as tools in the process. This prison, the worst of whose physical handicaps have now been removed, needs most of all a new vision with regard to the human beings in its charge.

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Following is a statement by the warden, Mr. J. W. Wheeler. In both Report and Comment the warden is given full credit for improvements made since the 1926 Handbook. It is believed that Report and Comment are fair, and as the Society has no desire to enter into controversy with Warden Wheeler, his statement is printed as requested.

"In answer to your comment on our prison and problems relating thereto, will say, that we now have a fine modern cell house with running water in each cell and also a splendid dormitory for trustees who work outside. The overcrowded condition of the prison has been ameliorated.

"You are in error about the culinary department being located under ground. The only part of the culinary department being in the basement is the bakery, whose products have enjoyed most favorable comment from master bakers all over the State of Idaho.

"Regarding the shirt factory, which you claim has almost no vocational training value for men, permit to say that you have overlooked the major phase of the question, and that is that the factory inculcates the good habit of work, and starts the idle youth on the right path and makes him understand the dignity of honest labor.



The working morale in the shop is excellent, and the lighting and ventilation are far better than most outside factories. In brief, it is an ideal daylight factory with light, easy and intensely interesting work that makes the laggard, shiftless youth into a manly man.

"Hospital work is carried on in a very efficient manner and we emphatically deny that two physicians reduces the responsibility and interest of both to a low level. We have found our two physicians have always cooperated and have taken the keenest interest, and this is best attested by the fact that sickness has been reduced to a minimum and we acknowledge no superior when it comes to having a healthful prison. The doctors carefully supervise the diet to see that it contains the proper nutrition and in proof of their success, will say, that our inmates have all made a gain in bodily weight of from ten to fifteen pounds. Inmates are always encouraged to visit the hospital, and we welcome the opportunity to be of service to them in correcting bodily defects and prescribing the treatment indicated in each individual case.

"The punishment ward is far from being a medieval dungeon. It is well ventilated and kept clean. Of course we did not build it to rival, in comfort and sumptuous furnishings, America's leading hosteleries. It is built with the thought in mind of punishing and keeping safely confined as hard a bunch of cutthroats and scoundrels as ever infested the Western part of the United States. The punishment ward is not destructive of health and in our case it has answered the purpose for which it was built, and has probably saved the lives of several of our guards, besides keeping our peaceful little city and valley from becoming menaced by these scoundrels who are confined in the punishment ward, for with our low walls and weak gates they would have made their escape ere this, and we consider the safety, peace and welfare of our splendid law-abiding community paramount to the interests of these felons and habitual criminals.

"We consider your criticism of gun guards being stationed in the factory and mess hall as out of line and ill taken. The question is so childlike that it hardly requires an answer, but will say, by way of illustration, that the Christian nations of the world still build armaments, highly cultured cities have armed police forces, and we do not believe that we should disarm until the rowdies and

riffraff of life throw down their guns. We consider a gun cage essential as preparedness, makes safe the prison for the deserving element of prisoners, like the law enforcing agencies on the outside protect the right of the citizen.

"In your rôle of critic of the prison and the management, you fail to keep in mind the program and plans that we have for the future. You know I outlined them to you when you was here. They contemplated a large farm and a new prison site, built up unit after unit and cover a period of years. It would probably take ten or fifteen years to work out and bring to fruition our complete plans. Of course, I recognize the well known fact that novices and amateurs are always prone to offer advice. It is a good deal on the same line and equally as ludicrous as the maiden lady of uncertain years delivering the speech at the women's club on motherhood. We citizens of Idaho, who are vitally interested in the question of taxation, would not care to share the burden of \$1,500,000 for a new and modern plant, which your article suggests should be thrust upon them all at once, and permit me to say in passing, that our citizens do not require advice and counsel of residents of New York, untrained executives and amateur uplifters, who have no interest in our state, cherish no sentimental regard for it, nor pay one cent of taxes in any form toward the upkeep of its government. We do not require suggestions as to ways to spend public money lavishly from men of this sort.

"It is said that comparisons are odious and if your criticisms of other penal institutions are as unreliable and misleading as those of our institution, will say, that your handbook will prove of very little value."



## ILLINOIS

### GENERAL STATEMENT

The prisons of the state are under the general control of the Director of the Department of Public Welfare and under the immediate direction of the Superintendent of Prisons. Under the reorganized government of the state, the Director of Public Welfare is a member of the Governor's cabinet and therefore is very likely to change with the incoming administration. The Superintendent of Prisons is responsible only for the administration of certain parts of the prison system and does not have the degree of authority that is vested in the same office in many states.

Illinois might well study the organization of the prison of the neighboring states of Indiana, Wisconsin, Minnesota and Iowa. In these states a very much greater degree of authority is left with the institution heads. In Illinois, for example, the head of each institution has little to do with the prison industries, which are handled from the state office. The psychological work is under the state criminologist and this important work is not closely related to the other departments of the institution. Neither the warden of the institution nor the superintendent of prisons has anything to do with parole work, which is handled by a separate board.

The heads of the various institutions have little if anything to do with the selection of the guards. All guards are appointed by the Civil Service Commission at Springfield.

In one institution visited a resignation of a guard was noted on the desk of an official. Conversation with the latter brought out the fact that the guard in question had not "voted right" in the recent election and the official had been directed to discharge him. He refused, but the guard resigned of his own accord. It was stated, however, that this would not satisfy the authorities, who would insist that the record show the guard to have been "discharged," so that he could not again enter the service. In another institution the question of the selection of guards was discussed and one of

the officials stated that when men reported from the state office at Springfield with properly certified papers he had to put them on as guards. Some of these men he said he would not have considered reputable enough to permit them to go through the institution as visitors.

This indicates that the Civil Service system of the state has been turned to a large extent into a political machine and that the spirit and purpose of the law are violated. The appointment of guards is another illustration of the too great division of authority which seems to characterize the institutions of Illinois at the present time. It is doubtful whether efficient and satisfactory housing for inmates can be secured or an industrial system developed which gives real employment to all prisoners until a reorganization is effected which centralizes and unifies the control of these important institutions. Whether any system of organization will completely eliminate politics may be doubted, but a properly unified organization could minimize political influence.

Conditions in the industries are comparable to those in states which have the state-use system exclusively. In no other state where the prison industries are on the state-account plan is there so much idleness or are the industries as a whole so unsatisfactory. A comparison of the penal institutions of Illinois in the matter of general or industrial efficiency with those of Indiana, Wisconsin, Minnesota and Iowa would show Illinois, the most wealthy and populous of these states, to be at the bottom of the list. This appears to be largely due to the unfortunate organization of the state prison system and the great influence of politics in institutional management.

The parole authority is vested in the Division of Pardons and Paroles, with Hinton G. Clabaugh as Supervisor of Paroles. One of the most significant studies made of a parole system in the country was published in 1928 by the Committee on the Study of the Workings of the Indeterminate Sentence Law and of Parole in the State of Illinois, of which Judge Andrew A. Bruce was chairman.



## ILLINOIS STATE PENITENTIARY

### JOLIET, ILLINOIS

(Old Prison)

Visited May 10 & 11, 1928.

The construction of the old prison at Joliet was begun in 1856 and the first prisoners were received there in 1858.

The Penitentiary Commission was created by an act of the Legislature in 1907 to develop plans and construct a new institution to take the place of the old prison. The new prison at Stateville is the work of this commission but, with the increase of prison population in the state, there is every likelihood that the old prison will be used for many years.

#### I. GROUND AND PLANT

The administration building, with cell house on either side, was constructed of sandstone and this same material was used extensively in the various shops and buildings within the prison wall, which encloses about 11½ acres. Additional buildings have been erected in the yard from time to time and some needed improvements made in the commissary department, but the plant as a whole is substantially what it was when erected about 75 years ago.

**1. Housing**—There are two cell houses, one containing 400 cells on four tiers and the other 500 on five tiers. All of the cells are 7 x 4 and 7 feet high. None of them has plumbing. Each cell is provided with a 25-watt electric light. Most of the cells now have double-deck bunks and are used for two men. The floors are stone. Strap-iron beds are provided with mattress, blankets, sheets and pillowcase.

**2. Farm**—The farm is a part of the new prison at Lockport.

Part of the 150-acre quarry across the street from the prison was originally used for gardens but the shallow soil has been cleaned off practically all the land, in order to enlarge the quarry.

## II. ADMINISTRATION

1. **Control**—(See General Statement on Illinois.)

2. **Warden**—Elmer J. Green was appointed in the summer of 1926. He had formerly been superintendent of prisons for the state and was for many years sheriff of Lake County.\*

3. **Deputy**—William B. Barrowman was appointed deputy in May 1926. He had formerly been deputy sheriff and has served as officer and deputy for five years.

4. **Guards**—There are 102 guards appointed under State Civil Service. Quarters, mess and laundry are supplied the guards. The regular schedule is 12 hours' work a day with every eighth day off. One week's vacation is given for every six months of service.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$6000	quarters and maintenance
Deputy warden .....	2400	" " " personal maintenance
Guards .....	1380 to 1620,	rooms, meals and laundry
Captains .....	1800 to 2160	
Doctor .....	2400	quarters and maintenance
Dentist .....	2100	and partial maintenance
Oculist (part time) .....	1500	
Cook .....	1920	
Chaplains .....	1800	quarters and maintenance
Supts. of industries .....	1800 to 2400	
Shop foremen .....	1800	
Farm supts. ....	1500 to 2160	

There is no pension provision.

## III. PRISONERS

1. **Population**—On May 11, 1928, when the prison was visited, there were 1414 men in the old institution.

Following is an analysis of the 572 prisoners received at both old and new prisons, for the year ending June 30, 1927.

**Ages when received:**

Under 20 years .....	47	40 to 49 years .....	61
20 to 24 " .....	169	50 and over .....	31
25 to 29 " .....	134	Unascertained .....	1
30 to 39 " .....	129		

\* Major Henry C. Hill was appointed warden on Aug. 12, 1929, succeeding Mr. Green.



**Nativity:**

Native born ..... 498      Foreign born ..... 74

The foreign born were from 23 countries.

**Race:** (Data not available.)**Education:**

Illiterate .....	23	High school .....	84
Read and write .....	3	College .....	25
Common school .....	430	Unascertained .....	7

**Sentences:** (Data not available.)

Executions in Illinois are by hanging and have taken place in the county in which the crime was committed. A recent state law provides that, with the exception of Cook County, the capital sentence in the northern part of the state shall be carried out at Joliet, and in the southern part of the state, at Menard.

**2. Classification**—The Progressive Merit System, used in this institution, is based on conduct and work and is a part of the disciplinary rather than a classification system. The psychological work may eventually provide a basis for scientific classification but it has not so far been developed.

**3. Insane**—Definitely insane cases are supposedly sent to the Hospital for Criminal Insane at Chester, but owing to overcrowded conditions there they are being cared for in the new prison at Lockport.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The silence rule no longer obtains. Letters are permitted every two weeks; special permission can be secured for additional ones. Books, magazines and newspapers may be sent only from the publisher. Visits are permitted once in two weeks and inmates are seated on the opposite side of the table from their visitors. The Progressive Merit System, inaugurated under Warden Whitman, is used with some modifications.

Through the prison store men are permitted to purchase tobacco, toilet articles and candy. The limit for the purchases of most of the men is \$1.50 a week.

**2. Punishment**—For many offenses loss of privileges, including shows, visits and letters, is used, as well as reduction in grade which carries with it loss of "good time." For other offenses men are put into the punishment section, a small cell house erected for this purpose. The cells are large and can be properly ventilated. In these cells the men are shackled to the door from 7.00 to 12.00 o'clock, 1.00 to 5.00 and 6.00 to 9.00 P.M. daily. They receive a quart of water and one slice of bread for each 24 hours. For fighting, two men and sometimes three or four are shackled to the door of one cell.

## V. HEALTH

**1. Hospital**—The hospital has a capacity of 60 beds and occupies one wing of the service building. It not only cares for the inmates at the old prison, but all serious cases from the new prison at Lockport are sent here. All major surgery is done in this hospital. There is no X-ray equipment and laboratory work consists of urinalyses only.

**2. Medical Staff**—A physician nominally on a full-time basis, but who spends a few hours daily at the prison, is in charge. A dentist devotes three hours daily to prison work and an oculist two half-days weekly. Twelve inmates are assigned to hospital duty. A full-time psychiatrist from the Division of Criminology of the State Department of Public Welfare is stationed at the prison, but works independently of the medical department.

**3. Medical Examination and Care**—Physical examination with Wassermann tests and smallpox vaccination is given each new prisoner. Dental and eye examinations are made only on complaint. Antivenereal treatment is given when indicated.

Cases of tuberculosis are treated in prison, only the most serious being hospitalized.

**4. Psychological Work**—A psychologist divides his time between the old and new prison. Each new prisoner is given a psychiatric and psychometric examination.

**5. Commissary**—The mess hall, considering its age, is well lighted and ventilated. The men are seated at tables facing one way. A new floor and some new equipment in the commissary and bakery



have made an improvement in this section, though both construction and arrangement fall below modern institutional standards. The sanitary condition of the kitchen is satisfactory.

The dietary is sufficiently varied to avoid monotony. No one with typhoid history is permitted to work in the kitchen. The kitchen work is largely manual.

**6. Baths**—There are 50 shower baths located in the central bath house. In construction the bath house is a bit crowded but the showers as a whole appear to be satisfactory. The schedule for the regular population is one a week; the commissary men are given two, and the coal and construction gangs bathe daily.

**7. Recreation**—Only a small amount of space is available and the schedule provides for recreation only on July 4th.

**8. Entertainment**—Movies are shown once a week in the auditorium.

## VI. INDUSTRIES

**1. Workshops**—The one and two-story shop buildings are all old, not up to modern factory standards in any respect, and their construction makes sanitation difficult.

**2. Character**—The industries are on the state-account plan, or on state-use.

**3. Employment**—On May 11, 1928, the 1414 inmates were divided industrially as follows:

Chair shops	269
Fibre shops	314
Power house	77
Machine shop	48
Concrete shop	38
Hospital patients	32
Hospital help	12
Maintenance (including yard and stable)	382
Band	19
Quarry	159
Idle and unassigned	63
Under punishment	4

**4. Vocational Training**—The furniture shops offer some opportunity for vocational training and some of the maintenance also has value.

5. **Compensation**—No compensation is given for work done.

## VII. EDUCATION

1. **Library**—There is a good sized library containing 25,000 volumes. It is located in a building in the main yard of the old prison and is in charge of the chaplain. The circulation was reported to be about 1100 a week. All books are received by gift. There is no state appropriation and no new books have been bought in eight years.

2. **School**—For a few months there was a school principal and an attempt was made to start an educational program. It was limited in extent and the enrolment, on a voluntary basis, was small. The schoolrooms at the old prison are unfit for use and a basement under the hospital was the only space available at the new. The use of pencils and paper was not permitted. On June 30, 1928, the school principal severed his connection with the institution and educational work ceased.

## VIII. RELIGION

1. **Chapel**—The chapel, also used as an auditorium, is on the second floor of one of the yard buildings. Like other parts of the old prison, it is not up to modern institutional standards in most respects.

2. **Chaplains**—The prison has Catholic and Protestant chaplains on full time.

3. **Services**—Protestant and Catholic services are held weekly, and Jewish services on holidays.

4. **Other Agencies**—Christian Science services are held regularly.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train men in the duties of citizenship.

## X. PAROLE

(See General Statement on Illinois.)



## XI. Cost

Gross cost for the year ending 6/30/27 . . \$877,773.47

Gross per capita cost . . . . . 320.23

Gross cost is also net cost as earnings of industries are left in revolving fund and not applied against the operative costs of the institution.

## COMMENT

It was officially stated and generally expected that this institution would be abandoned several years ago, but it is still in use and appears likely to be used for many years to come. It is, and has long been, unworthy of the state. The exterior of the prison and the walls have been sand-blasted so that the outside appearance is very much improved, but inside the dinginess remains. The windows in the old cell house are very small and are built high above the corridor floor. The cells are old and have no plumbing. They were inadequately ventilated for one inmate and two men are now quartered in them. Since the last Handbook the kitchen and commissary department have been improved, although the department as a whole is still below modern institutional standards.

As a whole the plant aggravates every problem of penal administration and must continue to do so as long as it is used for a large number of men.

The erection of buildings from time to time has taken up so much of the yard space that there is now none available for recreation purposes. No recreation program is arranged for except once a year, on July 4th. No prison in the United States today devotes so little time or space to recreation, which has long since proved its value as a means of physical and mental health.

The industries appear to be marking time. While one or two of them has some vocational value, the lack of sufficient business to keep them running results in confirming men in habits of semi-idleness or in training them to be industrially inefficient. Those men who are fortunate enough to be assigned to shops spend much of their time walking or lounging about. Large numbers have no em-

ployment whatever. In the general section on Illinois the industrial situation in the state is discussed and some of the reasons for it given.

Medical work at this prison has not been developed to the standard that should prevail in a prison of this size. The physician serves three institutions, the two men's prisons and the women's department, yet he carries on an active practice and spends but a few hours daily in prison work. The practice of permitting an inmate without medical training, except that obtained in prison, to hold sick call and dispense medicines in the absence of a physician should not be allowed to continue.

The absence of X-ray equipment is a serious defect as is the provision of dental and eye service only on complaint. Laboratory work should be broadened to include the usual clinical tests in addition to the urinalyses now being made. Tuberculous inmates should be transferred to the new prison and a separate hospital erected for their care. Psychological work should be coordinated with the medical care, the educational work and industrial assignment of the inmate.

The educational work is in marked contrast to that at the Southern Penitentiary and the State Reformatory. Here the energetic efforts of the new educational director are balked by failure of the officials to cooperate to the fullest extent, although the State Department of Public Welfare has given the work sanction and encouragement. The two schoolrooms are dingy, out of repair and inadequate, even if put in condition, for such a program as a prison of this size should set up. The morale of the inmates is unlikely to make an educational program flourish, although the idleness in which large numbers spend their days creates a great opportunity for such work. Until the Joliet officials recognize the value of education and make it an integral part of the prison program, the present situation, which is nothing short of disgraceful, will continue. Fortunately, the library is large and appears to be well patronized. The usual need of a regular appropriation is evident.

The lack of time or space for recreation is only one phase of the monotony of the prison routine as a whole. In no other prison of the United States is there to be found so much of the repression and monotony which a few decades ago characterized most prisons. The



situation is undoubtedly a difficult one to control, but the experience of many administrators in a large number of institutions shows that monotonous routine and repressive methods of discipline add to the disciplinary problems and in no way solve them. Too great rigidity in prison discipline has proven itself as demoralizing as too great laxity. While the policy at Joliet is undoubtedly due in part to the character of the plant and the industrial situation, it appears just as clearly to be due in large measure to official viewpoint.

## ILLINOIS STATE PENITENTIARY

### JOLIET, ILLINOIS

#### (New Prison)

Visited May 11, 1928.

The Penitentiary Commission was created by the Legislature in 1907 to draw up plans and undertake construction of a new prison. The actual construction began in August 1916, about five miles outside the city of Joliet.

#### I. GROUND AND PLANT

The entrance to the new prison is through the administration building erected just in front of the wall which encloses 67 acres. From the offices and hospital building just inside the prison a covered passageway leads to the center buildings in which the commissary and mess hall are located. From this other covered passageways lead to the cell houses and industrial buildings.

**1. Housing**—The cell houses in this prison are circular in form; the cells built on four tiers are constructed so that each has a window and ventilation can be controlled by the inmate. In three of the cell houses there are 248 cells 11 x 6.6" and 8.6" high, and in the fourth cell house, planned for 248 men, instead of individual cells units are planned for 16, 32, and a few for 64 men.

All of the cells are equipped with a good quality of plumbing and the construction throughout is such that a high standard of sanitation may be maintained with minimum care. Large skylights are placed over the center of the cell house in order that each cell may get sunlight at some period of the day. The cells are equipped with spring beds supplied with straw mattress, sheets, pillowcase and blankets.

**2. Farm**—On the farm of 2200 acres are a dairy, piggery and large gardens. General farm products are grown.



## II. ADMINISTRATION

1. **Control**—(See General Statement on Illinois.)
2. **Warden**—Elmer J. Green, the warden of the old prison in the city of Joliet, is also warden of this institution.\*
3. **Deputy**—F. L. Kness was appointed deputy warden in May 1926. From 1907 to the present time he has been employed at Joliet Prison in various capacities.
4. **Guards**—In addition to the three assistant deputies and guard captain there are 87 guards who work on a 12-hour schedule with every eighth day off and one week of vacation for every six months' service. A dormitory is provided for the guards and officers' mess is provided by the state. The guards are all appointed under Civil Service rules.
5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$6000	Farm supt. ....	\$2400
Deputy .....	2500	Kitchen keeper .....	1500
Guards .....	1380 to 1920	Steward .....	2100
Doctor .....	2400	Cook .....	1500
Dentist .....	2100	Educational director .....	1800
Supt. of industries .....	3300	Chaplains .....	1800 and 2000
Shop foremen .....	1920 to 2100		

There is no pension provision.

## III. PRISONERS

1. **Population**—At the time the prison was visited there were 1639 inmates at the new prison. Statistics on prisoners in this institution are given with those of the old prison at Joliet.
2. **Classification**—The prison was planned to provide for quite an elaborate classification system but the plant itself is not yet complete and no scientific system of classification is in effect at present.
3. **Insane**—Insane prisoners may be transferred to the state hospital on the order of the Director of Welfare. There were, however, when the prison was visited, some 15 men held in cells of the hospital under observation.

\* Major Henry C. Hill was appointed warden on Aug. 12, 1929, succeeding Mr. Green.

## IV. DISCIPLINE

1. **Rules and Regulations**—There is no silence rule. One letter in two weeks is permitted, and special letters by application to the deputy. Magazines, books and newspapers are received direct from the publishers. Visits of a half hour are permitted every other week. Inmates' families are permitted to bring food with them so that they can eat together in the visiting room. Tobacco, candy and toilet articles may be purchased from the prison store, not to exceed \$4.00 a month. The Progressive Merit System is used here as in other institutions in the state. This is in part a method of discipline as well as a basis for parole.

2. **Punishments**—Loss of recreation, purchasing and mail privileges are the punishments used for minor offenses. For others, reduction in grade with corresponding loss in "good time" is used. For more serious offenses men may be confined in the cells in the punishment building back of the deputy's office. Men are held in these cells on a diet consisting of four ounces of bread and one quart of water a day, from a day to a week. If confined for a longer period they are given a full ration one day each week. They are cuffed to the door of the cell about twelve hours a day.

## V. HEALTH

1. **Hospital**—Hospital facilities here consist of 15 beds, used for observation and minor cases only. All serious cases are transferred to the hospital at the old prison and all laboratory work is done there.

2. **Medical Staff**—The physician from the old prison is in charge of the medical work, visiting the hospital daily.\* In his absence an inmate looks after the patients. The inmate also holds daily sick call. Dental and eye service is given only on complaint. The psychiatrist from the old prison visits this prison at regular intervals.

3. **Medical Examination and Care**—All inmates are committed first to the old prison at Joliet where the physical examination is

\* This institution now has its own physician.



made. After transfer to this prison, any needed medical attention is carried out here.

**4. Psychological Work**—A psychologist divides his time between the new and old prison.

**5. Commissary**—The mess hall is a large circular building located near the center of the prison. Between the inner and outer wall is a broad corridor which gives access to the mess hall at a number of points and to the covered passageway leading to all parts of the prison. The mess hall proper is 200 feet in diameter. Meals are served cafeteria plan, with a station near each of the eight entrances. The terrazo tables were made in the prisons. The men sit on one side of the table, all facing the bandstand in the center. Heavy aluminum dishes are used.

The kitchen and bakery are in wings projecting from the mess hall. The equipment is complete and well arranged. The department as a whole is such that a high standard of sanitation may be easily maintained.

The dietary is of good variety.

**6. Baths**—There are 48 showers in an excellent bath house. Two baths a week is the schedule for the general population. Separate showers are provided in the commissary and power house and the men are permitted daily baths.

**7. Recreation**—Ample space is provided for recreation. Periods are from 1.00 to 3.30 Saturday afternoons. Baseball, boxing and other sports are provided for. A baseball league is formed with the cell houses playing against each other. The recreation is handled by a committee chosen from each cell house.

**8. Entertainment**—Movies are shown once a week during the winter. The inmates stage one show a year and occasional shows come in from the outside.

## VI. INDUSTRIES

**1. Workshops**—The buildings housing the prison industries are modern industrial buildings, one story high, with skylights arranged to provide adequate lighting and ventilation.

**2. Character**—The industries are on the state-use and state-account bases.

**3. Employment**—On the day the prison was visited the 1639 inmates were divided industrially as follows:

Shoe shop .....	95	Construction .....	800
Fibre chair shop .....	89	Sick and disabled .....	38
Farm and garden .....	195	Maintenance .....	422

**4. Vocational Training**—The new construction, the farm and some of the shops give some opportunities for vocational training.

**5. Compensation**—There is none.

## VII. EDUCATION

**1. Library**—Books from the old prison are brought here for use of the prisoners.

**2. School**—For a few months there was a school principal and an attempt was made to start an educational program. It was limited in extent and the enrolment on a voluntary basis was small. School was held in a basement under the hospital. The use of pencils and paper was not permitted. On June 30, 1928 the principal severed his connection with the institution and the educational work ceased.

## VIII. RELIGION

**1. Chapel**—The chapel building called for in the plans has not been erected. The mess hall is used as auditorium and chapel.

**2. Chaplain**—There is a full-time chaplain at the prison.

**3. Services**—Protestant and Catholic services are held on alternate weeks.

**4. Other Agencies**—The Christian Science Church and Salvation Army hold services occasionally and Jewish services are held on holidays.

## IX. INMATE COMMUNITY ORGANIZATION

Aside from the inmate committee which has general charge of recreation there is no system of inmate community organization to train men in the duties of citizenship.



## X. PAROLE

(See General Statement on Illinois.)

## XI. COST

The statement on cost of the old prison includes the expenditures of the new prison.

## COMMENT

The general building program to complete the institution has been discontinued, although the old prison is very seriously overcrowded and provides living conditions which on the whole are far below modern institutional standards. It appears doubtful whether the additional cell houses called for by the plans will be constructed on the circular plan, with the cells on the circumference. Extravagant claims have been made for this type of construction and criticism almost equally extravagant has been leveled at it. The cells at least are better lighted and ventilated than in the old type of cell house, and the large central floor space could be used advantageously in many ways.

In its uncompleted state, at least, the present yard is too large. This is the only prison in the country where the grounds inside the walls are covered by horse patrol. Whether the need for this type of patrol will obtain when the institution is completed is not certain, but supervision becomes very difficult in a prison yard of over 60 acres.

This prison was designed to replace the old Joliet prison, but it is today in effect, a branch of that prison. The warden of Joliet is also warden of this institution and most of the records are kept in Joliet. It appears likely that subordination to the old prison will prevent the proper development of the new institution. If the use of the old prison is to be continued, as seems likely, the two institutions should be separated completely in their management.

Because all serious cases are transferred to the hospital at the old prison, facilities are provided here for the care of minor cases only. Insane inmates are provided with no work although they would

be greatly benefited by occupation suited to their mental condition. There is ample room inside the walls for the erection of a hospital for tuberculous inmates to which inmates could be sent from all the prisons in the state. The full-time services of a physician should be provided. The full-time services of a dentist should also be made available to the two institutions.

The educational work was conducted somewhat more successfully than at the old prison, but here also it suffered from the failure of the officials to recognize its value and give it whole-hearted support. The use of a basement as a schoolroom should be considered only a stop-gap arrangement. The large floor space in the center of each circular cell house offers unusually good facilities for school work. Tables and lights could be easily installed and the space used during both day and evening hours, if a more liberal and forward-looking policy than the present one were adopted. The library here consists of books sent out from the old prison. It is time that an independent library was established.

The plant as a whole has been carefully planned and well constructed and a high standard of sanitation can be easily maintained. It is, however, already beginning to show the effects of insufficient attention to upkeep.

Working conditions in the shops are excellent. The shoe shop is a good industry and appears to be well equipped. It will be interesting to compare its effectiveness, as time goes on, with similar shops in the penitentiary at Fort Madison, Iowa, and in the federal prison at Leavenworth, Kansas.

A full development of a prison farm has been undertaken. Such a farm can make an invaluable contribution to the prison dietary. It gives employment of a valuable kind to a considerable number of men. The farms of the Wisconsin State Prison at Waupun afford many suggestions and show clearly how valuable and extensive prison farms may be under conditions quite comparable to those of this institution.

The incomplete state of the prison plant is reflected in the incomplete program of the institution. Its educational work, medical work and industries all need attention and fuller development. It is



doubtful whether this is likely to be effected under the present defective prison organization in the state. The need of a complete reorganization of the prison system is discussed in the General Statement on Illinois.

The women prisoners of Illinois are cared for in a department of the prison situated across the street from the Joliet men's prison. The building is situated about 30 years ago, and is the same size and type as the men's prison. The administration office, with the superintendent's quarters, occupy the front of the building. The cells are built on either side of a central corridor, so that each has its own window and can be well lighted and ventilated. The exercise yard is used for recreation and general assembly. The commissary department, kitchen and laundry are on the lower level. The most institutions for women, the place is well kept.

Mrs. E. Elmer Nelson was appointed superintendent in October 1921. A chief clerk and eight prisoners assist her in the management of the institution.

The rate of pay is low and there is no pension system. At the time the prison was visited there were 81 women prisoners, some of whom belong in an institution for delinquent girls.

Aside from maintenance work inmates are used in janitorial, laundry, sewing, cooking and the making.

A kitchen which was formerly available for the institution has been lost by the development of the rock quarry. There is a section for the women prisoners worked with interest and benefit in gardening and canning.

There has been no educational work during the past year. Now prisoners on the library have been provided and there are 2000 books, purchased originally from private funds and kept up by gifts and small purchases.

\* Since the prison was closed there has been a marked decrease in population totaling 110 in June, 1922.

## WOMAN'S PRISON JOLIET, ILLINOIS

Visited May 11, 1928

The women prisoners of Illinois are cared for in a department for women situated across the street from the Joliet men's prison. The buildings, constructed about 30 years ago, are of the same general type as the men's prison.

The administration offices, with the superintendent's quarters, occupy the front of the building. The cells are built on either side of a central corridor, so that each has its own window and can be well lighted and ventilated. The center corridor is used for recreation and general assembly. The commissary department, storerooms and laundry are on the lower floor. Like most institutions for women, the place is well kept.

Mrs. C. Elinor Rulien was appointed superintendent in October 1921. A chief clerk and eight matrons assist her in the management of the institution.

The rate of pay is low and there is no pension system.

At the time the prison was visited there were 81 women prisoners,\* some of whom belong in an institution for defective delinquents.

Aside from maintenance work inmates are used in laundry, sewing, weaving, canning and flag making.

A garden which was formerly available for the institution has been lost by the development of the rock quarry. This is a serious loss, as the women prisoners worked with interest and benefit at gardening and canning.

There has been no educational work during the past year. New quarters for the library have been provided and there are 2000 books, purchased originally from general funds and kept up by gifts and small purchases.

\* Since the prison was visited there has been a marked increase in population totaling 116 in June, 1929.



This institution, more than almost any other institution for women in the country, appears to be run according to the concepts and regimen of institutions for men. In plant, staff, and program it does not compare favorably with the institutions for women in such states as Minnesota, Iowa, Kansas, Nebraska, Pennsylvania, Ohio and many other states. It offers another reason for believing that the entire prison system of Illinois needs to be reorganized. (See General Statement on Illinois.)

A program is being worked out whereby a better classification of prisoners will be realized. A health clinic is also being organized.

4. *General*—The institution is located on the Illinois River. The new administration building and the cell house on either side of the yellow sandstone block of the other buildings are built on a level about a street behind the cell house. The prison grounds extend over 1122 acres. In the rear on the side are the farm and on the other a house quarter. There is also a quarry inside the wall. The rest of the of the penitentiary runs over the hill on which rock is quarried.

5. *Housing*—There are two cell houses, each containing 24 cells, 7 x 10 and 10 x 10 high, on four tiers. None of the cells has plumbing and toilets are therefore used. Two men are assigned to practically all cells and in addition to this five extra large cells are on each side of the cell house corridors. These extra large cells are wall of rock. The top and the sides are iron barred. Two men are stationed in each side of each cage.

In one of the old buildings in the prison yard there are dormitories rooms also used to house prisoners.

The strip five beds are supplied with cotolator mattress, one of the prisoners are permitted. During the summer months a light sheet is provided.

Considering the great expense of the institution, the food is maintained in the cell house.

6. *Farm*—There are 1100 acres of farm land. The farm buildings situated near the prison are modern in design and construction. The most of the largest and most carefully planned

## SOUTHERN ILLINOIS PENITENTIARY

MENARD, ILLINOIS

Visited June 15, 1928.

In 1878 the Southern Illinois Penitentiary was established at Menard, to take prisoners from the southern counties of the state.

### I. GROUND AND PLANT

The penitentiary looks out over the Mississippi River. The central administration building and the cell house on either side are of yellow sandstone. Most of the other buildings are brick and are built along a street behind the cell houses. The prison grounds extend over  $11\frac{1}{2}$  acres. In the rear on one side are the barns and on the other a stone quarry. There is also a quarry outside the wall. The rear wall of the penitentiary runs over the hill out of which rock is taken.

1. **Housing**—There are two cell houses, each containing 400 cells, 7 x 4.9" and 6.6" high, on four tiers. None of the cells has plumbing and buckets are therefore used. Two men are assigned to practically all cells and in addition to this five cages have been built on each side of the cell house corridors. These cages have a center wall of steel. The top and the sides are iron barred. Two men are quartered in each side of each cage.

In one of the old buildings in the prison yard there are dormitory rooms also used to house prisoners.

The strap-iron beds are supplied with excelsior mattress, one sheet, a pillowcase and blankets. During the summer months a night shirt is provided.

Considering the grave overcrowding a good standard of sanitation is maintained in the cell houses.

2. **Farm**—There are 1100 acres of farm land. The farm buildings, situated near the prison, are modern in design and construction. The root cellar is perhaps the largest and most carefully planned



in any of the institutions visited. The farm, dairy, piggery, etc. make an extensive contribution to the prison dietary.

## II. ADMINISTRATION

1. **Control**—(See General Statement on Illinois.)

2. **Warden**—F. R. Woelfle was appointed in May 1926. He had previously been a business man and banker in southern Illinois.

3. **Deputy**—The assistant warden, W. A. Conrad, had 11 years' experience as a prison guard and has acted as assistant deputy and deputy since July 1925.

4. **Guards**—In addition to a second assistant warden and four yard officers there are 96 guards. The guards work 11½ to 12 hours in the summer and 8½ to 9 hours in the winter, with one day off a week. They are allowed one week's vacation for every six months of service. Dormitory quarters are provided for the single guards and the officers' mess serves meals for all.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5000	quarters and maintenance
Deputy .....	2500	and personal maintenance
Guards .....	1200	to 1380 and meals (dormitory for single men)
Doctor .....	2400	
Dentist .....	2100	
Chaplain .....	1560	
Supt. of industry .....	2520	
Farm supt. ....	2100	
Steward .....	1800	

There is no pension provision.

## III. PRISONERS

1. **Population**—On June 14, 1928 there were 1974 prisoners. An analysis of population for 1927 gives the following figures on the 484 inmates received during the year:

### Ages when received:

Under 20 years .....	21	30 to 39 years .....	116
20 to 24 " .....	139	40 to 49 " .....	58
25 to 29 " .....	118	50 and over .....	32

**Nativity:**

Native born .....	463	Foreign born .....	21
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The foreign born were from six countries.

**Race:**

White .....	406	Negro .....	78
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**Education:**

Illiterate .....	42	High school .....	49
Read and write .....	22	College .....	7
Grammar school .....	359	Unascertained .....	5

**Sentences:** See General Statement on Illinois.

A new state law provides for the execution at this prison of men sentenced to death in the southern counties. Previously men were put to death by hanging, in the county in which the crime took place.

**2. Classification**—The housing of almost 2000 in a prison built for 800 makes any scientific classification impossible.

**3. Insane**—Men adjudged insane are transferred to the hospital for the criminal insane on adjoining property.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence rule except in the mess hall and in marching lines. Men in Class A and B may write one letter a week; men in C, one in two weeks, and those in D and E on permission only. Magazines, newspapers and books may be received only from the publisher. Smoking is permitted in cells and dormitories only. There is a prison commissary at which the men are permitted to buy tobacco, candy, toilet articles, some canned goods and occasionally fruit.

The Progressive Merit System is used here in somewhat modified form.

**2. Punishments**—Loss of privileges is used largely as a method of discipline. For more serious cases men are confined in the punishment cells in the buildings back of the deputy's office. The cells are large and well ventilated. For some offenses men are cuffed to the bars during working hours. It is stated that cuffing up is used much less than it was a few years ago.



## V. HEALTH

**1. Hospital**—The hospital with a capacity of 42 beds occupies a separate building three stories in height. One ward of 12 beds is for tuberculous inmates. There are 23 single rooms and another ward of four beds. Facilities for major surgery are available, but there is no X-ray equipment. A small amount of laboratory work is done. A diet kitchen serves the patients and hospital attendants.

**2. Medical Staff**—A physician on part-time service is in charge of the hospital. A full-time dentist is employed. A state surgeon serving all the prisons does most of the major operations. Twelve inmates are assigned to hospital work.

**3. Medical Examination and Care**—A physical inspection is made of all new inmates. Physical examinations are made only on selected cases. Wassermann tests are made only on suspected cases. Smallpox vaccination is given to all.

The dentist examines all new inmates and treats those in need of work. He has his own laboratory for preparation of plates and similar work. No eye examinations are made except on complaint.

Tuberculous inmates are kept in a special ward and given a diet supplemented by milk and eggs. Active venereal cases are placed under treatment.

**4. Psychological Work**—There is a full time psychologist who gives all men psychometric tests.

**5. Commissary**—The mess hall is well lighted and ventilated. The men sit at tables all facing one way. Separate tables are provided for the more serious cases of infectious disease. The kitchen and storerooms have been rearranged, renovated and new equipment provided, and as a whole are very greatly improved. The installation of proper ventilating fans would do much to offset the unfortunate design of this part of the commissary department.

The prison diet, varied and increased by the products of the prison farm and dairy, is adequate for the inmates' needs. The men who work in the kitchen must be free from communicable disease.

**6. Baths**—The bath house is located in the basement in one of the old buildings. The 76 showers are adequate. One bath a week is given the regular population during the winter months and two in

the summer. Commissary men are permitted to bathe more frequently.

**7. Recreation**—The recreation periods are three hours on Saturday and a half day on holidays, but none on Sunday. The space is overcrowded. The baseball team plays games with outside teams. There is no opportunity for the general population to participate in recreation. Funds for recreation are taken from the commissary profits.

**8. Entertainment**—Movies are shown Saturday afternoons during the winter. There is no other form of entertainment.

## VI. INDUSTRIES

**1. Workshops**—All of the industries are housed in old buildings which have, however, been renovated and afford on the whole good working conditions.

**2. Character**—Clothing manufacture, knitting, brick yard, quarry and farm are the major industries. The larger industries are on state-account, the others on the state-use plan. The product of the 26 men in the knitting factory and of several hundred men in one of the quarries is sold on the open market.

**3. Employment**—On June 14, 1928 the 1975 men were distributed as follows:

Working on open market .....	852	Working on state institutions.....	594
Working on prison industries ....	484	Idle, sick, etc. ....	45

**4. Vocational Training**—The farm and parts of the brick plant offer some opportunity for vocational training but as a whole the industries have little vocational value.

**5. Compensation**—There is none.

## VII. EDUCATION

**1. Library**—There is a very poor library of 4400 volumes with a weekly circulation of 500. It is in charge of the chaplain. The books represent a narrow selection. One magazine is subscribed for and a few others are received by gift. There is no regular appropriation.



**2. School**—The educational work is compulsory for illiterates; others enroll voluntarily. There are classes enrolling 150 men in courses of the eight grades and classes in several high school subjects enrolling 15. School is in session from 8.00 to 10.30 A.M. and 12.00 to 1.30 P.M. five days a week for 11 months of the year. The principal devotes part of the session to talks on current topics, or to programs participated in by the pupils. There is one well-equipped schoolroom seating 200 men. The principal, a trained school man, is assisted by 15 inmate teachers.

Mental tests and aptitude tests are given by the educational department.

About 25 men are taking correspondence courses and 150 men are enrolled in cell-study courses supervised by the educational staff. These cover a wide range of subjects.

## VIII. RELIGION

**1. Chapel**—The chapel, which also serves as an assembly room, is on the second floor of the administration building. It is not large enough for the present population but is light and fairly well ventilated.

**2. Chaplain**—There is a full-time chaplain.

**3. Services**—Services are held every Sunday morning.

## IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization to train the prisoners in the duties of citizenship.

## X. PAROLE

(See General Statement on Illinois.)

## XI. COST

Gross cost for year ending 6/30/27. . . . .	\$453,498.19
Gross per capita cost . . . . .	256.94

Gross cost is also net cost, as earnings of industries are left in revolving fund and not applied against the operating costs of the institution.

### COMMENT

This institution, designed for 800 men, had approximately 2000 inmates when the institution was visited. The jail cages, set up in the corridors of this prison to house additional prisoners, were found nowhere else in the country. Most institutions have found it possible by careful selection of inmates to assign some of them beds in the corridors without resorting to a type of structure so closely resembling animal cages. Certainly, if the population of the institution is to keep up to the present mark, additional housing facilities should be provided and the cages removed.

Marked improvement was noted in the commissary department, which had been thoroughly renovated and provided with considerable new equipment. While the type of construction, especially in the kitchen, is unfortunate, proper forced ventilation would do much to alleviate the condition, as it has in many other institutions.

The increase in population has caused a corresponding increase in the problem of idleness; the industries here were not able to employ effectively a much smaller population and as the population has increased no new industries have been added. The need for additional housing is not more urgent than the need for additional industries.

Overcrowding and idleness always add to the disciplinary problems of an institution, but while the daily routine here is somewhat more monotonous than in other prisons the morale appears to have suffered less than might have been expected and the discipline, as a whole, is administered with less severity than in former years. For instance, while a few men are cuffed up to the doors of the punishment cells during the working hours, it was stated that this practice was not carried out as uniformly as it was a few years ago. It should be given up altogether; the experience of many other states shows that it is as unnecessary as it is undesirable.

Although the total number of men enrolled is still small, school-room space is needed in addition to the excellent room recently built,



as the educational program begun here is among the most promising found in all the institutions. This is largely due to the school principal, appointed less than a year ago, and to the backing given him by the prison authorities. The promise shown here is in marked contrast to the tragic failure of educational work at Joliet, where hostility rather than encouragement has been the lot of the school authorities. The full use made here of intelligence and achievement tests and the supplementing of classroom work by cell study should be noted. Arrangements should be made to double the effectiveness of the present classroom space by running two sessions. There is plainly a place for vocational courses, especially since few of the industries give vocational training.

The library is one of the poorest encountered and the circulation is small. Books that do not coincide with certain beliefs of the person in charge are banned, and many books of recognized value, especially in the scientific field, fall into this class.

The size of this institution merits the employment of a full-time physician. Complete physical examinations should be made of all incoming prisoners instead of the superficial inspection which is now the rule. Provision should be made for eye examinations equal to those now provided for dental work. Wassermann tests should be made on all inmates and suitable treatment instituted when indicated. X-ray equipment should be provided.

Officials of this institution appear to be meeting the difficult situation as well as they can, considering the handicaps of overcrowding and idleness, and those inherent in the organization of the penal system in this state. The latter is discussed under the General Statement on Illinois.

The penal system needs reorganization in this state perhaps more than in any other large state.

## STATE REFORMATORY

### PONTIAC, ILLINOIS

Visited May 14, 1928.

This institution was originally established as a reform school in 1872 and it was changed to the State Reformatory in 1893.

#### I. GROUND AND PLANT

The original buildings of the reform school are now used for offices and administrative purposes and are therefore the main entrance to the prison, although the main entrance was planned to be through the central building between the two cell houses, erected some years ago. The grounds around this institution are among the most attractive of any penal institutions of the country. The wall encloses some 18 acres. For the most part the buildings, though erected at different periods, are well arranged. Most of them are well adapted to their purpose though some are old and unsatisfactory, as for example, the furniture factory.\*

**1. Housing**—There are two cell houses built on either side of the central building which was planned but is not used as the main entrance to the prison. In one cell house there are 296 cells on four tiers, 8.3" x 7 and 8 feet high, and in the other cell house are 500 cells on five tiers 8 x 5 and 8 feet high. The cells have full-barred fronts and are equipped with iron lavatories and toilets of rather crude finish. This type of plumbing and the construction of the cell houses as a whole adds to the difficulty of maintaining a high standard of sanitation.

Some of the cells are equipped with cots and some with spring beds. They have straw mattress, sheets, blankets, pillowcase, stool and locker. All of the men are housed in the cell houses except about 40 trustees who are in the small temporary dormitory over the library.

\* In July, 1928, the furniture factory was destroyed by fire and replaced with a modern concrete and steel, fire-proof building.



**2. Farm**—The state owns 272 and leases 400 acres. About 600 are under cultivation. The farm buildings are located just outside the rear wall of the prison. The products of the farm, gardens, dairy, piggery, etc., are used in the institution and the surplus may be sold on the market.

## II. ADMINISTRATION

**1. Control**—(See section on Control under General Statement on Illinois.)

**2. Warden**—Ira M. Lish was appointed superintendent in September, 1921, for an indefinite term of office. He had served two years in the House and eight years in the State Senate. He served on both the House and Senate Committees on Institutions.

**3. Deputy**—The assistant superintendent is Charles M. Lunn, appointed August, 1926. He had about ten years' previous experience in St. Charles School for Boys.

**4. Guards**—The 57 guards are appointed under Civil Service. The day guards work 12 hours and the night guards 10 hours, have every other Saturday afternoon and Sunday off, and a two weeks' vacation annually. Dormitory quarters are provided for the single guards and a guard mess serves meals.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$5000	quarters and maintenance
Asst. supt. ....	3000	" " "
Sub-assts. ....	1320 to 1800	quarters and maintenance
Chief clerk .....	2040 and 288	allowance
Doctor (part time) .....	2160 and 288	"
Dentist (part time) .....	1800	
Oculist .....		for work done
Trained nurse .....	1680	quarters and maintenance
Shop foremen .....	1440 to 3000	
Farm supt. ....	1500	and maintenance
Steward .....	1800	and 288 allowance
Cook .....	1560	
Educational director .....	1800	
Chaplains {	1800 and 288	allowance
(part time) .....	1440	

The total number on the payroll is 127.

There is no pension provision.

## III. PRISONERS

1. **Population**—On May 14, 1928, when the prison was visited, there were 1405 prisoners.

Following is the analysis given of the 600 prisoners received during the year ending June 30, 1927:

**Ages when received:**

Under 20 years .....	394	40 to 49 years .....	1
20 to 24 " .....	193	Unascertained .....	2
25 to 29 " .....	10		

**Nativity:**

Native born .....	575	Foreign born .....	75
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The foreign born were from 12 countries.

**Race:** (Data not supplied)**Education:**

Illiterate .....	11	College .....	2
Common school .....	489	Unascertained .....	12
High school .....	86		

**Sentences:** (Data not supplied)

2. **Classification**—There was no scientific system of classification in use at the time the institution was visited.

3. **Insane**—On the order of the director, men adjudged insane may be transferred to the state hospital at Chester.

## IV. DISCIPLINE

1. **Rules and Regulations**—The Progressive Merit System, based on conduct and work, is used here with some modifications.

The general rules allow two letters a month. Married men are permitted to write weekly. Magazines and books may be received from the publisher. Weekly home papers only are permitted. One visit from relatives is permitted each month on any day except Saturday afternoons, Sundays or holidays. Visitors are seated on opposite sides of the table. Smoking is permitted in cells at certain



hours. The chief clerk handles the inmates' orders once a week for toilet articles and tobacco, on holidays for candy and fruit.

**2. Punishments**—Reprimand and loss of privileges from 10 to 30 days is commonly used. For more serious offenses men may be sent either to screen cells or punishment cells for from three to eight days, on a restricted diet. Ordinarily they are not cuffed up during working hours.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate two-story building with a capacity of 26 beds. Major surgery is done. There is neither X-ray equipment nor laboratory facilities. The hospital is well kept and the equipment in good condition. Porch space is available for convalescent and ambulatory cases. A diet kitchen supplies the food for patients and attendants.

**2. Medical Staff**—A part-time physician, who has held this position for 32 years is in charge of the hospital. A registered nurse has given full-time service for the past 23 years. A dentist on part time, a psychiatrist half time, and a psychologist from two days each week complete the trained personnel. Six inmates are assigned to hospital duty.

**3. Medical Examination and Care**—Each new prisoner has a physical examination, Wassermann tests are made, and typhoid and smallpox vaccinations given. Venereal cases are placed under treatment. A local dentist devotes half time to prison work. Eye examinations are made by an optometrist, only on complaint. Tuberculous patients are placed in a special hospital ward on a diet supplemented by eggs and milk.

**4. Psychological Work**—A psychiatrist devotes half his time to the examination of inmates and a psychologist is engaged on psychometric measurements two days weekly. During the first month of his sentence the inmate is carefully examined and studied before assignment to his work. After four to six months he is called before the members of the staff who consider his case from all angles and determine his future work.

**5. Commissary**—The mess hall seating 1200 is located on the ground floor between the two cell houses. It is well lighted and

ventilated and an excellent standard of sanitation is maintained. The men are seated at tables facing one way. The cafeteria method of serving is used.

The lower six feet of the walls in the kitchen are painted black and above that a light color. The effect is not unattractive and makes the problem of upkeep easier. Aside from the urgent need of ranges in the kitchen and a dough-mixer, the equipment in this part of the commissary department is adequate.

The dietary of the inmates is organized around the food supply from the dairy, farm and garden. Menus are not prepared in advance. There is no monotonous routine of menus and the kitchen steward, who is a trained dietitian, organizes his meals on the caloric value of the food served. Only inmates in good physical health are assigned to kitchen duties.

**6. Baths**—There are 28 showers in two bath houses connected with the cell houses, and a few showers in some of the shops. One bath a week is given to the general population.

**7. Recreation**—The recreation is under the direction of an athletic director. Forty-five minutes are given on week days, two hours Saturday afternoon, and 45 minutes Sunday morning and holiday mornings. There is equipment for baseball and boxing.

**8. Entertainments**—Movies are shown weekly in winter, outside shows occasionally. The trustees' dormitory has a radio. Only on special occasions are programs broadcast to the entire population.

## VI. INDUSTRIES

**1. Workshops**—A few of the workshops are housed in buildings of a modern type of construction. Some of the smaller shops, especially the furniture shop, are in old buildings that are not up to modern factory standards in any fundamental respect.\*

**2. Character**—The industries are for the most part on state-account. The product of the furniture factory is sold through a jobbing firm.

**3. Employment**—The industrial distribution of the 1405 inmates on May 14, 1928, was as follows:

\* See footnote on Section I of Report.



Schools .....	300½ *	Printing .....	64
Prison industries (open market) .....	326½	shoemaking .....	27
Trade schools .....		Tailoring .....	76½
Bakery .....	13½	Tinsmithing .....	8
Blacksmithing .....	8	Manual Training—	
Carpentry .....	21½	Foundry .....	12
Farm and garden .....	41	Machine shop .....	11
Harness (extra detail) .....	34½	Miscellaneous work .....	160½
Masonry .....	23	Maintenance .....	264
Painting and glazing .....	13½		

4. **Vocational Training**—The smaller shops offer considerable vocational training and several of them appeared to be unusually effective in this regard.

5. **Compensation**—There is no system of compensation.

## VII. EDUCATION

1. **Library**—There is a good library of 9000 volumes, with a monthly circulation of about 5000, in charge of an officer-librarian. There is no regular appropriation but new books are purchased fairly regularly. Discarded books are received from the Chicago library. No magazines are subscribed for.

2. **School**—The “literary schools” are in charge of a principal, assisted by ten teachers who are also guards. Education is compulsory for all inmates who lack eighth grade schooling. School meets from 7.30 to 11.45 A. M. and 1.15 to 5.00 P. M., five and one-half days throughout the year. Each individual attends one session a day and works the other half day. The course covers the eight grades and enrolls about 600 of the 1400 inmates. There is a separate school building with ten standard rooms. Graduation exercises are held at the end of the year and a public school diploma is issued to graduates.

## VIII. RELIGION

1. **Chapel**—The chapel is located on the third floor of the central building between the cell houses. It is well lighted and ven-

\* The “½” is explained by the fact that some of the inmates attend school in the morning and do only a half-day’s work.

tilated, has seating capacity of about 1100 and is used as both auditorium and chapel.

**2. Chaplain**—There is a full-time non-sectarian chaplain and a part-time Catholic chaplain.

**3. Services**—Protestant or non-sectarian services are held every Sunday at 10.00 A. M. The Catholic chaplain holds services at 7.30 A. M. every Sunday and confessions on Fridays.

All prisoners are required to attend the non-sectarian services at 10.00 A. M. Sundays.

## IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

(See section on Parole in General Statement on Illinois.)

## XI. COST

Gross cost for year ending 6/30/27 . . . . \$412,796.23

Gross per capita cost . . . . . 293.80

Gross cost is net cost, as earnings of industries are left in the revolving fund and not applied against operative costs of the institution.

## COMMENT

The grounds surrounding this institution are among the most attractive of the penal institutions of the country. The plant itself varies from modern buildings, well adapted to their use, to buildings erected many years ago, some of which have obviously outgrown their usefulness and should be replaced.

The reformatory has some excellent industrial workshops and very good industries. The foundry, printshop, and some of the metal shops are not only well equipped and adequately housed but have



real vocational value. The furniture industry is in a building that is much less satisfactory and the type and grade of furniture made detracts seriously from possible vocational value. The increase in population makes urgent the development of additional industries. It would be profitable for this institution to compare its farm development with the farms of institutions in Wisconsin, Minnesota, Iowa and Michigan.

The "school of letters", with a standard program of eight grades, is more like an outside school than that of most other reformatories. About half the inmates attend on a compulsory basis. There is a separate school building and a staff of 11 teacher-officers; graduation exercises are held and a diploma is issued. Progress in school should be more closely related to parole. The teachers should be better paid and should be relieved from all other duties instead of being held beyond the school hours for guard duty. It is probable that a summer vacation would prove beneficial, even though the short sentences already make it difficult to complete the prescribed course and the problem of employment during the summer months would have to be met. Trade training is given in several very good shops, of which the print shop is the best. Vocational and academic education should be more closely correlated, and some provision for education beyond the grades should be made.

The library, in charge of an officer, is a good one and the circulation is large. The former annual appropriation should be restored.

The population of this prison warrants the employment of a full-time physician. If this were done and X-ray facilities provided and routine eye examinations placed in the hands of a trained oculist, the hospital service would be greatly improved. The female trained nurse is one of six found in as many different male prisons and reformatories in the country.

Perhaps the most significant thing about the institution is the effort toward individual rather than mass treatment. The characteristics of each inmate are examined by the various department heads that have to do with them. Psychological and in some cases psychiatric examinations are given. The results of these examinations are correlated at a staff meeting and the inmates are taken, one at a time, into this meeting and their problems discussed with

them. This does not appear to be done in a routine spirit but rather because of a desire to help the inmate not only to adjust himself to institutional life but to make eventually the more important adjustment to life outside. While this attempt at individual estimate and treatment appears to be done both sympathetically and intelligently, a type of study not falling within the scope of the Handbook would be needed to estimate accurately its effectiveness. It is at least evidence of a recognition of the futility of mass treatment.

No part of the prison is less adapted to reformatory purposes than some of the punishment cells, built many years ago. The worst of these cells are said to be used but little and the discipline, as a whole, seems to be administered with discrimination.

The institution has suffered from the conditions prevalent in the state which are discussed in the General Statement on Illinois. Authority should be more centralized, personnel should be selected because of qualification and training for their particular duties and officials should feel sure of holding their positions as long as they render the state effective service. The head of the institution should have more authority in the final choice and appointment of his associates.

Officials in charge appear to be serving the state as effectively as they can with the handicaps placed on them by the general situation in the state. With division of authority and lack of permanence in office no group of officials can give their best service.



## INDIANA WOMAN'S PRISON INDIANAPOLIS, IND.

Visited May 2, 1928.

Indiana was the first state to establish a separate institution for its women prisoners. The prison was opened in 1873, just out of the city of Indianapolis. Today the city entirely surrounds it.

### Control

The institution is under a Board of Trustees appointed by the Governor for a term of four years. The members are:

Charlotte J. Dunn, Indianapolis, Pres.

Louise Swain, Pendleton, Vice Pres.

Alice W. Poynter, Sullivan, Secy.

Margaret M. Neely, Martinsville, Treas.

The superintendent is Margaret M. Elliott, appointed in April, 1914. She is assisted by ten matrons, a teacher, a doctor and a nurse. Three men are employed for the mechanical departments of the institution and one man as night watchman.

### Ground and Plant

The 15-acre plot is surrounded by a fence and the institutional buildings are placed well back from the street in about the center of the plot.

While the building is not of modern construction, the house-keeping is of such high order that the living conditions, on the whole, are not unsatisfactory. There are 144 rooms, in 56 of which more than one inmate is housed. Bathing and toilet facilities are provided on each floor.

The kitchen, storerooms and laundry are on the lower floor and the dining room on the second. The entire building is scrupulously neat and orderly.

### Population

The institution receives the offenders given either correctional or penal sentences.

On September 30, 1928, the day the prison was visited, there were 197 inmates.

The following data are given for the 37 prisoners received during the year ending October 1, 1928:

#### Ages when received:

Under 20 years .....	3	30 to 39 years .....	8
20 to 24 " .....	8	40 to 49 " .....	6
25 to 29 " .....	9	50 and over .....	3

#### Nativity:

Native born .....	34	Foreign born .....	3
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The foreign born are from three countries.

#### Race:

White .....	27	Negro .....	10
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#### Education:

Grammar school .....	25	High school .....	11	College .....	1
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#### Sentences:

No. on Indeterminate Sentence .....	36
" " Determinate .....	1

### Rules and Regulations

The rules are few in number and general in nature. For punishment loss of "good time" is used and for ordinary offenses inmates are locked in their own rooms. For more serious offenses they may be confined in punishment rooms, often for a day, but for a maximum period of two weeks.

### Recreation

The inmates are given two or three hours in the yard daily for recreation. The grounds are attractively planted and seats are placed under the trees for those who wish simply to be in the open air. Sports of various kinds are provided for the others.



## Industries

The principal industries are gardening, sewing and maintenance work. While the space within the walls is restricted it is cultivated intensively and one section of it is used for raising poultry. Any produce not needed in the institution may be sold on the open market.

## Education and Library

One of the matrons is a teacher but the school work is confined to the teaching of rudimentary reading and writing. A dozen women are enrolled. Vocational training, especially in home making, is not organized here as at many other women's institutions, but the women receive considerable training incidentally. There is a library of 2000 volumes in the reception room. It contains a fair selection of fiction.

## Health

The inmate population is so small at this prison that there is a minimum of hospital work. Eight rooms in one wing are set aside for hospital uses. A practical nurse is engaged on a full-time basis and a physician visits the institution two days weekly as needed. Only first aid is given, all surgical cases being sent to Robert Long Hospital for treatment. Venereal cases are also treated at this hospital.

Each prisoner is given a physical examination on admission, vaccinated for smallpox, and Wassermanns are taken. Inmates needing dental or eye treatment are taken to local practitioners in the city. There is no mental examination.

## Religion

Religious services are held regularly.

## Parole

The Board of Trustees acts as a parole board before whom the inmates may appear when the minimum sentence has been served. During the year ending October 1, 1928, 35 were paroled, four declared violators and four returned. Inmates are paroled to either industries or employers or to a state parole officer.

## Cost

Gross cost for year ending 9/30/28.....	\$52,224.15
Earnings .....	3,336.86
Net cost .....	48,887.29
Gross per capita cost .....	274.82
Net per capita cost .....	257.26

## COMMENT

Indiana was the first state to establish a separate institution for women. This is a forward step that many states still have to make. The time appears to have come when the institution should be moved from the heart of the city and put in the country where more land will be available for farm and garden purposes and where the city life will not interfere so much with the institution and its activities.

Like most women's institutions, this one in spite of the old buildings is exceedingly well kept, though it is not modern in construction or design. When it is moved into the country a group of cottage buildings, each separate units in themselves such as have been developed in Pennsylvania, Alderson, W. V., Iowa and Minnesota, should be built, instead of one large building such as the institution now has. Some of the institutions mentioned are making very large use of farming, gardening, and poultry raising. Farm space would make ample provision for these activities and the cottage type of institution would provide valuable training in domestic work of all sorts.

Neither the medical service nor the educational work here is as well organized or as extensive as in some of the other institutions for women. These two phases might well be strengthened.

While the spirit and morale, as a whole, appear to be good, the inmates are not organized here as they are in so many of the institutions for women, to handle inmate activities of all kinds. Such an organization would probably be as useful here as it has proved to be in other states, not only in operating the institution but in furnishing wholesome experience in the duties and responsibilities of social living.



## INDIANA STATE PRISON MICHIGAN CITY, INDIANA

Visited May 4 & 5, 1928.

The state prison was established at Michigan City in 1860.

### I. GROUND AND PLANT

The buildings vary in date but most of them are built of brick. There is some uniformity in type and the arrangement of buildings is on the whole much better than is usually found where construction has been carried on through many years. With a few exceptions all of the buildings and the grounds give evidence of unusual care in upkeep. The Hospital for Insane Criminals adjoins the prison but is separated from it by a wall.

The walls enclose about 18 acres.

1. **Housing**—The prisoners are housed in two cell houses and three dormitory buildings. In one cell house are 230 cells and in the other 340, arranged on five tiers and measuring 8 x 5.8" and 6.6" high. Each has a lavatory and toilet of good quality, spring bed equipped with mattress, sheets, blankets and pillowcase, a bench or chair, and locker. Night clothes are provided. As a whole, the cell houses are well kept and have good light and ventilation.

The dormitories in the old cell houses from which the cell blocks have been torn out, are unusually good. Toilet and washing facilities are adequate. In arrangement, sanitation and orderliness these are among the best dormitories in the country. Each prisoner has a bed, a box and a chair and the bed equipment is about the same as that in the cell houses.

Parts of the shop buildings in the yard are also used as dormitories. They are not as well adapted to their purpose as those in the remodeled cell house and the problem of upkeep and maintenance is

greater. Taken as a temporary means of housing they are not unsatisfactory but they should not be allowed to become permanent.

**2. Farm**—About 900 acres are cultivated on land owned or leased by the state. The dairy, garden and farm products make considerable addition to the prison dietary.

## II. ADMINISTRATION

**1. Control**—The prison is under the general control of the local Board of Trustees, responsible for this institution only. The board consists of four members appointed by the Governor for a term of four years. Each member is allowed traveling expenses not to exceed \$125 a year and is paid \$300 a year. The board meets regularly at the prison and is responsible for the general prison administration. It appoints the warden and also acts as a parole board. The board is composed of the following members: A. L. Deniston, Rochester; M. E. Foley, Indianapolis; J. L. Moorman, Knox; J. C. Andrew, West Point.

**2. Warden**—Walter H. Daly was appointed warden in June 1925, for an indefinite term of office. As prison clerk, guard, deputy warden and warden, he has had 29 years of service in the institution.

**3. Deputy**—H. D. Claudy was appointed June 1, 1925. He had previously had 15 years' experience in the prison as guard and assistant deputy.

**4. Guards**—There are 90 guards, appointed by the warden, without Civil Service rules. The day guards work 11½ hours and the night guards, 12½ hours. The day guards are given a half day each week and a full day every third week; the night guards have two days off every 12 days.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5000	quarters and maintenance
Deputy .....	3600	and quarters
Guards .....	1320	to 1584
Chief clerk .....	3000	and quarters
Doctor .....	3600	
Chaplain .....	1800	
" (part time) .....	600	
Supts. of industries .....	2400	to 3600



Shop foreman	1800
Steward	2100
Farm supt.	1650 quarters and farm produce
Parole officers	2400

The total number employed is 116.

There is no provision for pensions.

### III. PRISONERS

**1. Population**—On May 4, 1928, the day the prison was visited, there were 1999 prisoners. Following is an analysis of the prison population of 1846 for the year ending September 30, 1927.

#### Ages when received:

Under 20 years	6	30 to 39 years	782
20 to 24 "	128	40 to 49 "	426
25 to 29 "	236	50 and over	268

#### Nativity:

Native born	1593	Foreign born	253
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The foreign born were from the following countries:

Austria	22	Italy	25
Canada	13	Mexico	10
England	32	Russia	13
Germany	69	Poland	14
Ireland	31	5 other foreign countries	24

#### Race:

White	1368	Negro	469	Other races	9
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#### Education:

Illiterate	199	College	24
Grammar school	1572	Trade school	11
High school	40		

#### Sentences:

No. on Indefinite Sentence—Insane Hospital	223
" " Indeterminate	1228
" " Determinate	395

Up to 5 years 1 |

Bet. 5 and 10 years 14 |

" 11 and 20 " 7 |

" 21 and 30 " 10 |

Life 363 |

Electrocution is the method used for executions. One man was executed during this period.

**2. Classification**—The cell house and dormitory system necessitate some classification. There is no scientific system of classification in use.

**3. Insane**—Men found to be insane are transferred to the state hospital for criminal insane, adjoining the prison hospital and under the supervision of the prison physician. This hospital has a capacity of 250 or more patients.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules as a whole are general rather than detailed. Talking is restricted at certain times and places though there is no silence system. Magazines, books and newspapers are received from the publishers only. Visits of an hour may be had every two weeks. Toilet supplies, handkerchiefs, etc. may be ordered through the prison clerk. Smoking is permitted in the dormitories and cells.

**2. Punishments**—Loss of privileges or loss of "good time" are the punishments used for lesser offenses. For more serious offenses men are put in solitary confinement on bread and water from one to ten days. The punishment cells are equipped with toilet and wash-bowl of good quality and are well lighted and ventilated.

#### V. HEALTH

**1. Hospital**—The hospital occupies a separate building two stories in height with a capacity of 84 beds, one ward of ten beds being reserved for tuberculous inmates and another of 36 beds devoted to chronically diseased and senile cases. The hospital is maintained at a satisfactory state of sanitation. It is equipped for major surgery and has full X-ray equipment with fluoroscope. Laboratory facilities are lacking, beyond those for making urinalyses. A diet kitchen serves patients and hospital attendants.

**2. Medical Staff**—A physician is on full-time service to the prison hospital and the hospital for criminal insane. He also has an



outside medical practice. A dentist gives half time to the service and one of two oculists visits the prison one half day each week. Twenty-three inmates are assigned to hospital duty..

**3. Medical Examination and Care**—A physical examination including smallpox vaccination is given to incoming prisoners. Wassermann tests are made only on suspected cases. A dental examination is made on all, and in addition to the work done by the visiting dentist, the prison physician and an inmate extract teeth. Eye examinations are made only on complaint, by a visiting optometrist.

Tuberculous inmates are housed in a special ward and their diet is supplemented by milk and eggs. Known venereal cases are placed under treatment.

**4. Psychological Work**—Psychiatric examinations are made only on those showing mental symptoms.

**5. Commissary**—The commissary is located in a large building. The mess hall is separated from the kitchen by sliding iron doors. The walls are tiled up to six feet and above that are painted. The men are seated at tables all facing one way. The room is well lighted and ventilated. The kitchen and bakery are adequate in size and equipment. A very high standard of sanitation is maintained throughout the commissary department.

The menus are varied and well balanced. Fresh vegetables and fruits are used generously. Only healthy men are permitted to handle the food.

**6. Baths**—There are 40 showers in the bath house. The space available for dressing is very limited and the ventilation inadequate. The general population is given but one bath a week and the men on farms and in some shops bathe twice weekly.

**7. Recreation**—The only time available for recreation is Saturday afternoon in summer. Baseball is the principal sport.

**8. Entertainment**—Movies are given Saturday afternoon in winter. There are radios in the insane and prison hospitals and the dormitories, but not in the cell houses.

## VI. INDUSTRIES

**1. Workshops**—The workshops vary, from shops of modern design and construction to buildings erected early in the history of

the prison. The increase in population required taking over some shop space for dormitories and at the same time increasing the number of the men in the shops. While attention has been given to problems of ventilation and lighting, overcrowding in the shops is becoming serious.

**2. Character**—All three methods are employed in this institution; the state-account and contract system for a majority of the men and state use for a few.

**3. Employment**—On May 4, 1928, 1999 men were employed in the prison as follows:

Shirt contract .....	411	Chair .....	393
Clothing .....	163	Insane hospital .....	237
State-account:		Prison hospital .....	68
Paint and twine .....	40	Farm and garden .....	80
Rug and weaving .....	16	Maintenance .....	518
State use .....	73		

**4. Vocational Training**—The farm, furniture, and a few of the maintenance details have some vocational value, but the industries as a whole are not planned to give vocational training.

**5. Compensation**—The beginning of a pay system has been worked out which provides for pay by the state at a rate of 3 to 18 cents a day, depending on the type of work assigned. In addition to this the men working in the contract shops receive a bonus for over-task work.

## VII. EDUCATION

**1. Library**—There is a fairly good library of 6500 volumes with a circulation of 500 a week. About \$350 a year is spent on new books. A few books are kept in the dormitories. A large number of magazines and newspapers is subscribed for by individuals. They are laid out on tables in the dormitories.

**2. School**—There is a school in charge of a guard-teacher, assisted by 12 inmate teachers. It is voluntary and covers the first five grades. It meets one and a half hours, six evenings a week during the winter months. Classes are held around tables in the backs of the dormitories. There is a schoolroom over the administration building with a capacity of 100. It is not used.

About a dozen men are enrolled in a commercial class directed



by an inmate who was a public accountant. Forty men are taking correspondence courses.

### VIII. RELIGION

1. **Chapel**—The chapel, used also as an auditorium, occupies a separate building in the prison yard. It is built to look like a church both inside and out and is much more satisfactory than the usual prison chapel.

2. **Chaplains**—There is a full-time and a part-time chaplain, the full-time chaplain being responsible for the educational work in addition to the regular religious services.

3. **Services**—Catholic and Protestant services are held weekly.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train men in the duties of citizenship.

### X. PAROLE

The Board of Trustees also sits as the Parole Board. Men are eligible to appear before this board for parole at the expiration of their minimum sentence.

The figures on parole for this institution are given from the time the parole system went into effect, the data therefore covering the period from December 6, 1897 to October 31, 1928. During this period 5556 men were discharged, 8249 paroled, 1957 declared violators and 1291 returned for violation. The men are paroled to state parole officers, to individuals or to organizations. Monthly report is made by letter and report is signed by sponsor. The prisoner appears before the board and is advised of its decision which is based on his record and the facts in his case. It is stated that 76.75 per cent of the men completed parole successfully.

## XI. Cost

Gross cost for the year ending 9/30/27 . .	\$370,724.35
Earnings .....	65,226.06
Net cost .....	305,498.29
Gross per capita cost .....	207.11
Net per capita cost .....	170.67

Earnings are left in revolving fund.

## COMMENT

The plant of this institution, like so many others, has been developed over a period of years, but it has suffered less from this than most institutions. The buildings are well arranged and the institution as a whole gives evidence of careful housekeeping. Dormitories are used here to house a larger proportion of the population than in any other prison.

The regular dormitories are probably the best to be found in any of the prisons of the country. The temporary dormitories necessitated by the increase of population in the last few years are not nearly as satisfactory. These are placed partly in the industrial buildings, in which the lighting and ventilation are not adequate. As temporary expedients, they are not to be condemned but they should not be used longer than is absolutely necessary.

Industrially the institution is facing difficult problems. The increase of population and the difficulties encountered in developing and carrying on some of the industries, have made the industrial situation less satisfactory than it was a few years ago. It is unfortunate that so large a number of men have to be used in the sewing industry; however, work in this industry is better than idleness and until other industries can be developed it must be continued. It should be regarded as a temporary and not a permanent arrangement.

The manner in which this state has met the problem of caring for insane prisoners might well be noted by other states. The hospital for the insane adjoins the prison but the actual management of it is in the hands of a doctor who is also the prison physician. The finan-



cial affairs of this hospital are part of the responsibility of the warden. The laundry work of the prison is done in the hospital for the insane, simple weaving machines run by foot-power are operated by the patients, and toys are made. This gives work for a considerable number of the hospital inmates who would otherwise be idle.

While the hospital facilities are adequate, the place is in need of a more adequate staff. With both the prison hospital and the hospital for the criminal insane to supervise, and a growing private practice to look out for, the activities of the prison physician are spread out so thin that efficient work is impossible in either hospital. This results in much of the hospital work being left in the hands of inmates and guards.

The population of the insane hospital would warrant the provision of a special staff if any constructive work beyond that of routine occupational therapy is to be expected; also the population of the prison is sufficiently large to warrant the development of a full-time medical staff to care for its needs. Laboratory work should be developed, eye examinations given all inmates, and Wassermann tests made on all.

There are fewer breaks in the prison routine in this institution than in many others, but the discipline as a whole appears to be intelligently administered. The recent change in the rules which permits individual inmates to determine whether they will attend church services or not is an indication of the spirit of the institution and a move toward individualization that is in line with better institutional practice today.

In addition to the need of additional housing facilities and new industries the institution needs a much fuller development of various activities that have proved their constructive value for individual prisoners, such as educational and recreational activities and some participation of the inmates in conducting the inmate community life. Some education, for example, is now being carried on in spite of poor facilities, but it is entirely inadequate.

The authority for the management of each institution of this state is placed in a local board of control and the institution heads. While the board method of control has been given up in many states, it appears on the whole to have worked unusually well in Indiana.

## INDIANA REFORMATORY PENDLETON, IND.

Visited May 2, 1928.

In November 1923, the last men were transferred to this institution from Jeffersonville which has been the site of the southern prison of the state, called since 1897, the Indiana State Reformatory. The present site near Pendleton is centrally located, about 30 miles northeast of Indianapolis.

### I. GROUND AND PLANT

The administration building in front of the institution opens into a guard room which provides access to two cell houses on either side and to the dormitory building, and is extended far enough to the rear to provide entrance to an additional cell house to be constructed later.\* The arrangement of the buildings in the yard has been carefully worked out and with the exception of the foundry they are uniform in type and construction. As a whole these buildings make what is unquestionably one of the most attractive groups of buildings in any penal institution in the country. The cell houses were built only high enough to take three tiers of cells; most of the other buildings are but two stories high. The comparatively low, red-tile roofed buildings, uniform in type, are more attractive architecturally and less penal in appearance than the buildings in most prisons.

There are 31 acres within the walls.

**1. Housing**—Two of the cell houses each contain 324 and one cell house 300 cells, 6.6" x 8 and 8 feet high. Careful attention has been given to lighting and ventilation. The cells are equipped with washbowl and toilet of high grade. The walls of the cell house are glazed yellow brick. In the fourth cell house, in place of cells there

\* Since the prison was visited this cell house, with concrete cell block, has been completed and is now occupied.



are four dormitory units, two on the first and two on the second floor. Each dormitory is provided with wash room containing toilets and lavatories.

The central corridor and cross corridor divide each dormitory into four units. Glass partitions are used to facilitate supervision. The construction throughout the cell houses and dormitories is such that a high standard of sanitation can be maintained with a minimum of effort. The capacity of the dormitories is about 500.

**2. Farm**—The state owns 1028 and leases 150 acres. Intensive farming operations are being developed. The farm buildings so far erected are models of their kind.

## II. ADMINISTRATION

**1. Control**—The general control is in the hands of a board of trustees responsible for this institution only. The members are appointed by the Governor, one each year for a four-year term. They are paid \$300 a year and allowed \$25 a day for the 12 meetings a year. The board appoints the superintendent and works out with him the policy of the institution. The members of the board are

John H. Hoy, Lebanon, Pres.

Homer K. York, Marion, Vice Pres.

Glen W. Harrison, Attica, Secretary

Brooks T. Collings, Rockville, Treasurer

**2. Supt.**—A. F. Miles was appointed superintendent in December 1923 for an indefinite term. He was appointed guard at the old Jeffersonville institution in 1904 and served as captain of the guard until 1912 when he was made assistant superintendent.

**3. Asst. Supt.**—H. S. Waymire was appointed April 1925.

**4. Guards**—The 52 guards work on a 12-hour schedule, with one day off every other week and ten days' vacation annually. Dormitory quarters are provided for those who desire them and meals are served the guards at 20 cents per meal. The guards are uniformed.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$5000	quarters and maintenance
Asst. supt .....	3000	" " "

Guards .....	\$ 110 per month the first three months
	120 " " "second " "
	130 " " "after six months
Chief clerk .....	2880
Doctor (part time) .....	2400 quarters and maintenance
" (full time asst.) .....	1440 " " " "
Dentist .....	Inmates pay for work
Oculist .....	" " " "
Farm foreman .....	1650 and quarters
Steward .....	1920 " "
Educational director .....	1920
Chaplain .....	2500
Parole officer .....	2100
Road men (3) .....	1800 and expenses

There are 120 employees on the payroll of the institution.

There is no pension system.

### III. PRISONERS

**1. Population**—For the last year the average number of inmates has been 1852. The institution was designed to take men from 16 to 30 years of age but as no check is made on the age of the men by the court many are over the age limit. On April 30, 1928 the population of the institution was 2003. An analysis of the 909 prisoners received during the year ending October, 1928, is as follows:

#### Ages when received:

No. under 20 years .....	390
20 to 24 years .....	312
25 to 29 " .....	207

#### Nativity:

Native born .....	887	Foreign born .....	22
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The foreign born were from nine different countries.

#### Race:

White .....	813	Negro .....	96
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#### Education:

Illiterate .....	43	High school .....	144
Grammar school .....	712	College .....	10



**Sentences:**

The maximum may be anything less than life and occasionally the minimum is less than a year, but this seldom occurs.

**2. Classification**—The men are divided into grades on the basis of conduct but there is no scientific system of classification.

**3. Insane**—Men adjudged insane by the lunacy commission are transferred to the State Hospital for Criminal Insane at Michigan City, on the executive order of the Governor.

**IV. DISCIPLINE**

**1. Rules and Regulations**—There is no silence system. Inmates may write one letter in two weeks and receive two a week. Magazines from a selected list, and books, may be received direct from the publisher. Newspapers are not allowed. Smoking is permitted in the cells and dormitories and in the yard during recreation periods. Inmates may receive visitors every other week; visits are of 30 minutes' duration. Through the general clerk purchases may be made once a month of some types of shoes, specified types of clothing, belts, tooth paste, etc.

**2. Punishment**—For minor offenses loss of privileges is used. This form of punishment does not go on the official records. For some serious offenses loss of "good time" is used or confinement in the guard house, usually for 24 hours on a bread and water diet. The cells in the guard house are the same in construction and equipment as those in the cell houses.

**V. HEALTH**

**1. Hospital**—The hospital with a capacity of 103 beds is one of the best institutions of its kind in the country. The building is new, two stories in height, and equipped for practically all types of work. There is a complete X-ray equipment with fluoroscope, apparatus for diathermy, a laboratory for all forms of clinical work except Wassermann tests, and a diet kitchen.

**2. Medical Staff**—A part-time physician is in charge of the work of the hospital with a full-time assistant. A dentist spends one

day weekly in prison work. Fifteen inmates are assigned to hospital duty.

**3. Medical Examination and Care**—On admission each new inmate is given a physical examination, vaccinated for smallpox, and Wassermann, sputum and urine tests are made. A dentist visits the hospital one day weekly, an inmate trained in prison doing all forms of dental work in the interim.

The physician in charge examines the eyes of all inmates.

One hospital ward has been set aside for tuberculous patients who receive a special diet of milk and eggs in addition to the other food. Venereal cases are placed under treatment.

**4. Psychological Work**—There is none.

**5. Commissary**—The commissary department occupies a separate building in which are the mess hall, kitchen, bakery, storage and storerooms. The mess hall is well lighted and ventilated. The men are seated at tables facing one way. The capacity of the mess hall is about 1240. The equipment and arrangement in the kitchen, bakery and storerooms is adequate and in line with the best institutional standards.

The diet is liberal and varied. Farm and garden products of the prison are used freely.

**6. Baths**—The baths are located in a building housing the laundry and bathroom. There are 42 showers built in a circle. One bath weekly is given the general population. Kitchen and commissary men are given two a week and some of the details have showers daily.

**7. Recreation**—The recreational periods are Saturday afternoon and Sunday morning, and holidays, and are under the supervision of a commandant. Military drills are given in summer but only a moderate amount of time is given to military formation.

**8. Entertainment**—Movies are shown weekly. Lectures are given from time to time and the inmates occasionally stage shows.

## VI. INDUSTRIES

**1. Workshops**—The workshops, with one exception, are housed in modern two-story factory buildings which provide good working



conditions for the number the buildings were planned for. While part of the foundry is housed in buildings of a more temporary nature, working conditions are satisfactory.

**2. Character**—Most of the industries are on state-account and contract bases. The shirt factory is on contract with the Worthy Manufacturing Company of Chicago and the foundry is on state account. Some of the smaller industries are on the state-use basis.

**3. Employment**—The industrial distribution of the population on April 30, 1928, was as follows:

Foundry .....	166	New construction .....	161
Shirt shop .....	388	Sick .....	28
Underwear shop .....	391	Unassigned and guard house.....	32
Broom .....	23	Band .....	33
Stone quarry .....	69	Farms and outside details.....	182
Carpenter shop .....	56	Maintenance .....	455
Print shop .....	19		

**4. Vocational Training**—The new construction work has real vocational value. Farms, some of the maintenance details, and the foundry offer opportunities for vocational training. The sewing industries have none, except for a very few men.

**5. Compensation**—Work done in addition to the task assigned is the basis of pay in the industries. During June, 1927, 193 men in the foundry were paid \$537.67; 350 men in the shirt factory earned \$598.22; 193 men in the underwear earned \$244.03.

## VII. EDUCATION

**1. Library**—There is an excellent library of over 15,000 volumes with a monthly circulation of about 10,000 books and as many magazines. It is located in the school building. There is no regular appropriation, but \$500 to \$1000 a year is spent. There are three to nine copies each of 40 current magazines which are put in manila covers.

**2. School**—Education is compulsory for all who lack an eighth grade education. Of the 2000 inmates 600 are enrolled in the "school of letters." Each man attends one period of 1½ to 1¾ hours a day, leaving his work to do so. The school meets from 7.15 to 11.30

A.M. and 12.15 to 4.30 P.M., five days a week for ten months of the year. The standard Indiana grade school subjects are taught. All educational work is in charge of a superintendent who has held this position since 1909. There are four guard teachers, all of whom have state teachers' licenses. Only one inmate teacher is used. There is an excellent school building containing six standard rooms and the library.

A few men are taking correspondence courses. There is no organized vocational education, although much of the work of the institution gives vocational training.

### VIII. RELIGION

1. **Chapel**—The chapel is also used as an auditorium. When the prison was visited the building was only partially completed but it will be among the better institutional buildings of this sort in the country.

2. **Chaplain**—There is a full-time chaplain.

3. **Services**—Protestant and Catholic services are held weekly.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men for the duties of citizenship.

### X. PAROLE

Men are eligible to appear for parole after serving the minimum sentence. During the year ending September 13, 1928, 11 men were discharged, 898 paroles, 154 declared violators and 91 returned for violation. Men are released on employment agreement, either of reliable individuals or to firms, to furnish employment. In addition to visits by a parole officer, monthly blanks are sent in by each man paroled which must be countersigned by the employer. The board of trustees acts as a parole board at a monthly meeting. After considering the application of the inmate the board informs him of its decision. In this institution, 70 to 80 per cent completed the parole successfully.



# XI. Cost

Gross cost for year ending 9/30/28.....	\$418,929.31
Earnings .....	146,524.00
Gross per capita cost .....	211.59
Net per capita cost .....	137.63
Net cost (to be paid out of the state appropriation .....	272,405.31

# COMMENT

The plant of this institution is probably second to none in this country today. It is carefully planned and, although at least 70 per cent of it was built by inmate labor, it was built rapidly and the workmanship is good. The cost of the institution was kept down by this method, and the inmates were given valuable training. It is doubtful if any of the institutions of the country give a better example of the use of inmate labor in construction than is afforded here.

The cell houses are three tiers high and the dormitory wings two floors high. This results in much lower buildings than those constructed in most institutions; the buildings are therefore more attractive and the institution as a whole much less overwhelming and prison-like than most other penal institutions.

While there is no general agreement today as to the desirability of dormitories in institutional life, certainly, if dormitories are to be used, the type developed here is unusually good. Breaking up the dormitory space into comparatively small units with a glassed-in corridor running down the center of the building, so that the whole dormitory can be under observation, makes proper classification and segregation possible. Of all the dormitories found in the various institutions of the country, those in this reformatory appear to be the most carefully planned and the most satisfactory.

The arrangement of the buildings in the yard is excellent; all are of a modern type of construction except the foundry, which is housed in a temporary building. The shops afford the working conditions of the best modern industrial plants. It is unfortunate,

however, that so large a number of men are used in the sewing industry. The other industries should be expanded and the number of men employed in the sewing industry reduced, so that only men who seem unlikely to be benefited by industries having a vocational value would have to be used in this sort of dead-alley work. The foundry is an excellent industry; additional industries should be found which have a large measure of vocational value and which afford work of the type that men are likely to follow after discharge.

The educational work, although limited to the standard eight grade course, shows the result of intelligent and earnest direction and of encouragement from higher officials. The school building is one of the best found in all the institutions. Its location makes it possible to take men from the shops for their required school period with the minimum of interruption. On the other hand, the location will prevent the use of the building in the evening hours unless the authorities adopt a liberal policy of allowing the men outside the main buildings during those hours. The program needs to be expanded to offer instruction on a voluntary basis to men capable of doing more than grade work. There should be a well-rounded program of vocational education, coordinated with the "school of letters." One would more surely expect to find such a program in this institution than in many others. The pay of the educational staff is lower than the importance of the work warrants. The teachers should be relieved from all other duties if they are to teach effectively; the functions of guard and teacher should not be combined.

The library is one of the best found in the reformatories and the circulation is exceptionally high. A valuable feature is the subscription list of 40 current magazines, three to nine copies of each being received. While there is no regular appropriation, funds are forthcoming when needed and from \$500 to \$1000 a year is spent.

The splendid hospital facilities should make possible a large amount of high grade work. To do this, additional professional supervision should be provided. A physician and a dentist on a full-time basis should be engaged to supervise the work in their various fields.

The efficiency of the administration has been tested severely by the building of the new plant under difficult circumstances. Despite



the problems involved in having to live in temporary structures while the permanent buildings were being erected, the job was completed successfully. The administration of the institution deserves great credit for this accomplishment. Now that this task is out of the way, the next task would appear to be the development of additional industries having vocational value, a fuller development of the educational and recreational activities, the evolving of a system of participation of inmates in the handling of the activities of the inmate community, and the building up of a high morale in the institution. All these need to be done if the institution is to serve the state most effectively. An administration that has been so successful in the construction of a plant while it had to live in it inspires a large measure of confidence that it will be successful in the development of a well-rounded reformatory program.

## IOWA

### GENERAL STATEMENT

The management of the state charitable and correctional institutions is placed in the hands of the State Board of Control. This board consists of three members appointed by the Governor for terms of six years. Each governor has the appointing of one member of the board. The tradition of reappointing members who have served effectively on this board does not appear to be as firmly established in Iowa as it is in Minnesota. A large part of the first term of a member is past before he can really serve the state effectively. Iowa might well follow the example of Minnesota in the policy of reappointing members.

This board appoints the institutional heads and with them makes the general institutional policy. While the State Board gives the institution head close cooperation it appears to have avoided dividing the authority so that essential unity of control in each institution still obtains. In the past few years marked progress has been made in the penal institutions under this system, especially in plants and in the general industrial program. There are problems enough left but the progress of the last few years appears to give considerable promise for the future.

Under this type of control this will be especially true if the members of the board who have rendered effective service are reappointed



## MEN'S REFORMATORY

### ANAMOSA, IOWA

Visited July 24, 1928.

A penitentiary was established at Anamosa in 1872 and work was begun in erecting buildings. In 1873 the first inmates, 20 in number, were transferred from Fort Madison and were employed in the quarry getting out stone for permanent buildings. It was continued as a penitentiary until 1907 when an act of the General Assembly changed the name to the Iowa Men's Reformatory.

#### I. GROUND AND PLANT

The administration building and the cell houses on either side are constructed of stone, as are a considerable number of the other buildings and the wall around the institution. While the buildings within the 14-acre enclosure vary in type, the arrangement as a whole is better than in many institutions whose construction extends over many years.

1. **Housing**—The old cell house has 320 cells on four tiers. The cells are 6.6" x 4.6" and 7 feet high. While they were not originally equipped with plumbing, toilets and wash-basins of a good quality are now being installed. This will go far toward improving the cells. Both the type of stone used in the construction and the use of white-wash instead of paint makes the problem of sanitation and the elimination of vermin a difficult one. The plumbing being installed is a great improvement, but when completed the cells should be gone over, the whitewash removed, the surfaces smoothed down and a good quality of paint applied. While even then the cells would be small, they would conform more nearly to modern institutional standards.

In the newer cell house the 400 cells, also on four tiers, are 8.6" x 5 and 8 feet high. They have a good quality of plumbing and the lighting, ventilation and sanitation standards are good.

In the newer cell house the floors are concrete and the beds strap iron. In the older cell house the floors are of stone and spring beds are used. Mattress, sheets and pillowcase are supplied and most of the cells have a small table.

There are beds for about 50 inmates in the corridor of the new cell house and 218 in dormitories in the building formerly used for women prisoners. The legislature will be asked to consider an appropriation of \$40,000 to change this building into a modern cell house so that all men can be housed in single cells. At the present time instead of doubling in cells the policy has been to put men in the corridor in front of the cells.

**2. Farm**—The state owns 1,400 and rents 600 acres more for the prison farm. The permanent farm buildings being erected are of a modern type and on a scale adequate to the institution's needs. The products of the farm, garden, dairy, piggery, etc. are used in the prison commissary and canned for winter use.

## II. ADMINISTRATION

**1. Control**—The penal institutions of Iowa are under the management of the State Board of Control. (See General Statement on Iowa.)

**2. Warden**—The warden is J. M. Baumel, who was appointed in January 1918. Mr. Baumel had 11 years' experience in the Wisconsin State Prison and has been here 16 years, including five years as deputy warden and nearly ten years as warden.

**3. Deputy**—The deputy warden is F. L. Brincombe, appointed in January 1918. He has been employed in the prison for about 18 years in various capacities.

**4. Guards**—There are 83 guards, appointed by the warden. About 30 of the men work on an eight-hour shift and the balance work from ten to 11½ hours. The guards are given from seven to 14 days' vacation a year, depending on the length of service. No quarters are provided. Meals are charged for at 15 cents, except to a few men who are given one meal a day without charge.

**5. Salaries and Pensions**—The salaries paid are as follows:



Warden .....	\$3000	quarters and maintenance
Deputy warden .....	1800	" " " "
Chief clerk .....	1800	
Auditor .....	2400	
Guards .....	1080	to 1320
Doctor .....	1500	
Dentist .....	Paid	on fee basis by inmates
Oculist .....	"	" " " " " "
Educational director .....	1800	
Chaplain .....	1500	
Supt. of industries .....	2400	
Steward .....	1900	
Dietitian .....	1620	
Storekeeper .....	1800	

There is no pension system.

### III. PRISONERS

1. **Population**—There were on July 24, 1928, 1,067 inmates. Of the 799 prisoners received during the biennial period ending June 30, 1928, the following analysis is given:

#### Ages when received:

Under 20 years .....	189	30 to 39 years .....	54
20 to 24 " .....	366	40 to 49 " .....	8
25 to 29 " .....	177	50 and over .....	5

#### Nativity:

Native born .....	780	Foreign born .....	19
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The foreign born were from nine countries.

#### Race:

White .....	771	Negro .....	28
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#### Education:

Illiterate.....	62	Public school.....	685	High school.....	52
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#### Sentences:

No. on Indeterminate Sentence .....	776		
“ “ Determinate “ .....	23		
Safekeeping, Insane (no sentence). 19	Bet. 21 and 30 years .....	33	
Under 5 years .....	144	“ 31 and 40 “ .....	1
Bet. 5 and 10 years .....	228	Life .....	4
“ 11 and 20 “ .....	370		

**2. Classification**—There is no scientific system of classification.

**3. Insane**—The insane male prisoners, 76 in number on July 24, are housed in a section of the hospital. There is no scientific supervision of this group beyond that given by the part-time physician. There is no occupational therapy and, beyond the work needed to keep the quarters clean, the men have nothing to do. The proposal to remove the insane inmates to a wing of one of the state hospitals is one that should be carried out as soon as possible.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The silence rule obtains in the mess hall and in marching lines. The men are permitted to smoke at the noon hour, in the yard and in their cells. One letter a week is allowed but permission can be secured for additional letters. Books, magazines and newspapers may be sent direct from the publishers. Visits of an hour and a half's duration in the morning and afternoon are permitted once a month. Men may order articles from a printed list, not exceeding \$2.00 a week.

**2. Punishments**—Loss of privileges, including the use of the yard on holidays and Saturdays, is the punishment given for minor offenses; for the more serious offenses men are confined in punishment cells from two to ten days on a restricted diet. These cells, 13 in number, are located under the print shop. They are not dark and in general construction are the same as those in the newer cell house.

#### V. HEALTH

**1. Hospital**—The hospital occupies the second floor of a building situated in a separate yard within the prison wall. The first floor of this building is used as the hospital for the criminal insane. The hospital has a capacity of 36 beds divided into one ward of 25 beds and 11 regulation cells of one bed each. A fully equipped operating room in which major surgery is done, a laboratory for urinalyses, blood counts and the examination of smears, and a diet kitchen for patients and attendants, are a part of the hospital equipment. There are no X-ray facilities. Cases are usually placed in the ward, but when necessary the cells are used.



**2. Medical Staff**—The hospital staff consists of a part-time physician, a part-time dentist, a full-time steward who is a pharmacist, and seven inmates. The physician is also in charge of the criminal insane.

**3. Medical Examination and Care**—Incoming prisoners are given a physical examination and Wassermann and urine tests. All are vaccinated for smallpox, and diptheria toxin-antitoxin is given. A marked reduction in the incidence of tonsillitis is reported since the routine administration of toxin-antitoxin has been in force. Dental service is rendered by a local dentist who devotes half time to the work. An optometrist, who is also a prison guard, examines the eyes of all inmates. Known cases of tuberculosis are placed in the hospital and given milk and eggs in addition to the regular diet. All known venereal cases are placed under treatment.

**4. Psychological Work**—There is none.

**5. Commissary**—The mess hall and the entire commissary department are kept in good sanitary condition. The mess hall is only about half large enough for the present population and the proposal to convert the chapel, which is directly above, into a second mess hall seems to be practical.

The kitchen equipment is good. A large battery of ranges limits to a considerable degree the steam cooking. The cold-storage rooms are sufficient in number, size and sanitation. In the basement below the kitchen is a room in which vegetables are prepared, the dish washing done, and vegetables canned for use the year round.

The diet is varied and well adapted to the inmates' needs. The prison farm and dairy contribute much to the menus. Food is not rationed. A departure from usual mess hall practice was noted in that groups of inmates with good records are permitted occasionally to have a picnic lunch in the yard with added delicacies.

**6. Baths**—The bathroom is located in the basement. One bath weekly is given to the general population; two baths weekly for commissary and other details doing especially dirty work.

**7. Recreation**—The space for recreation provides a baseball field and smaller courts for some volleyball, baseball and handball. The men are given the use of the yard 15 minutes before the noon and evening meals and from 1.00 to 5.00 P. M. on Saturday. While

the men are in the yard for two hours on Sunday it is not a period for athletics and inmates are required to stay in that section of the yard assigned to the group.

**8. Entertainment**—Entertainers are brought in from the outside and movies are shown every Saturday afternoon. Inmates stage a show for outsiders two or three times a year, the receipts from which are used for recreation. Loud speakers, which are connected with a central receiving set, are provided in each of the cell houses and in the dormitories.

## VI. INDUSTRIES

**1. Workshops**—Most of the workshops are housed in modern fireproof factory buildings in which lighting and ventilation are excellent. Ample toilet facilities are provided and, as a whole, working conditions are highly satisfactory. The equipment in the auto-plate, sheet metal and some of the other industries is unusually complete and of the latest type. Few penal institutions reported in this book provide better working conditions or equipment.

**2. Character**—Some of the industries are on the state-use, some state-account and the apron industry is on contract with the Sterling Manufacturing Company.

**3. Employment**—During the month of June 1928, the industrial distribution of the 1075 inmates was as follows:

Apron industry .....	404	School and band .....	14
Tailoring " .....	60	School teachers .....	4
Auto-tag " .....	41	Library .....	3
Printing and binding .....	38	State park .....	14
Quarry industries .....	16	Maintenance .....	224
Shoe " .....	19		
Screw driver " .....	6	Sick and aged .....	101
Tin " .....	12	In cells .....	6
Cheese " .....	2	Isolation .....	9
Soap " .....	7	Lumpers .....	16
Farms " .....	36	Camp # 20 .....	9
Clive Farm industry .....	34		

**4. Vocational Training**—The shoe, tailoring, sheet metal, printing and auto-plate shops, the construction gang and the farm groups, offer an unusual amount of opportunity for vocational training.



The apron industry, however, which employs approximately 40 per cent. of the inmates, has little if any vocational value.

**5. Compensation**—Men in the auto-tag industry are paid by the state from \$7.00 to \$8.00 a month; in the other shops \$5.00 a month. The bonus runs from \$7.00 to \$32 a month. Only a very few inmates earn the latter amount.

## VII. EDUCATION

**1. Library**—There is a fairly good library of 6,400 volumes with a weekly circulation of 1,000. It is conveniently located in the rotunda gallery. The magazines subscribed for are 37 in number. Ten copies of several are taken and 100 copies of one.

**2. School**—Education is compulsory for those lacking fifth grade schooling. The school extends through the eighth grade with one or two subjects of high school grade. It meets from 8.30 to 11.15 A. M., from 1.15 to 3.15 P. M., and from 6.45 to 8.15 P. M., five days a week for nine months of the year. The enrolment averages 170, of whom 45 are in the compulsory classes. There is one large schoolroom and a manual training room. The work is in charge of a superintendent. There are two civilian teachers and ten inmate teachers.

A few men are taking correspondence courses from the State University or State College. The latter offers some free courses. Educational films are shown once a week as a part of the educational program. There is a manual training course and several of the industries are so operated as to give considerable vocational training.

## VIII. RELIGION

**1. Chapel**—The chapel is located in a wing back of the administration building immediately above the mess hall. The present chapel is entirely too small for use as an auditorium. It is proposed to turn it into a second mess hall and to build an adequate chapel.

**2. Chaplains**—There is a full-time chaplain and one on part-time.

**3. Services**—Protestant and Catholic services and a Sunday school are held every Sunday.

4. **Other Agencies**—Lutheran, Episcopal and Salvation Army services are held occasionally.

## IX. INMATE COMMUNITY ORGANIZATION

There is no organized effort to train men for the responsibilities of citizenship by an inmate community organization, except for a group of inmate Legionnaires which takes an active part in the promotion of athletics on certain holidays.

## X. PAROLE

Paroles are granted by the State Board of Parole.  
(Statistical data not supplied.)

## XI. Cost

Gross cost for the biennium ending	
6/30/28 .....	\$777,524.98
Earnings .....	240,000.00
Net cost .....	537,000.00
Gross per capita cost .....	752.56
Net " " " " .....	523.94

## COMMENT

Owing to the fact that this institution was built for a prison the plant is somewhat more bastille-like than is necessary or desirable for a reformatory. It is, as a matter of fact, more nearly a junior prison than a reformatory as that word is used in many states.

The overcrowding in this institution is met courageously by putting cots in the corridor rather than concealing it by doubling men in the cells. In the old cell house, which was not modern in any respect, plumbing is being installed. The stone used in the construction was finished very roughly. This, with the whitewash, has made the problem of sanitation and keeping down vermin difficult. When plumbing has been installed in all the cells, the walls should be smoothed



down and painted instead of whitewashed. While the cells would still be small this would make the cell house on the whole not an unsatisfactory one.

The proposal to build a new cell house in the building formerly used for a women's prison would be a means of using this space advantageously.

While the hospital is maintained in an excellent state of cleanliness, its usefulness is handicapped by being a part of the hospital for the criminal insane. Some of the insane patients are very noisy at times and disturb other patients.

Cells for housing hospital cases are not conducive to mental or physical improvement. With hospital windows barred and guards assigned to the building, it should be unnecessary, except for mentally disturbed patients needing restraint, to place hospital patients in a cell.

The insane should unquestionably be taken from the institution and housed in a separate wing of one of the state hospitals, in accordance with the plan of the State Board of Control. This would give ample space in the present building for hospital purposes but the whole hospital building will need to be remodeled and a more complete medical staff provided before it will be up to the standard of better institutional service.

The plan to turn the chapel, now located above the mess hall, into a second mess hall and build a chapel in the yard is obviously a desirable one.

The completion of these projects would make the plant on the whole as satisfactory as one designed a half century ago for prison use could be.

The chief industries are housed in industrial buildings that in every respect afford first class working conditions. Not only are the shops satisfactory but in the past few years the state has spent substantial amounts for purchase and installation of new machinery. The equipment of the sheet metal shops, the small soap factory and the auto-tag shop is probably the most complete for industries of this kind in the penal institutions of the country. The fact that the men in the shops are working under excellent conditions with machinery

of the very latest type adds materially to the vocational value of the work.

Of the industries there is one which has little if any vocational value. This, the sewing industry, unfortunately employs about 40 per cent of the men in the institution. The fact that the men in this shop are paid an average of \$10 per month helps materially. A policy should be adopted of reducing the number of men engaged in the sewing industry as rapidly as other industries can be developed, until finally there is used in this industry only the comparatively small number of men who do not seem likely to be benefited by the other types of industry. The progress in developing industry in the last few years shows what can be done in a comparatively short time and would appear to make a policy of reducing the sewing industry to a minimum as feasible as it is desirable.

Most if not all of the maintenance details, the construction work, the farm, and many of the industries, offer fine opportunities for vocational training. Consideration might well be given, however, to relating all of these skilled or specialized lines of work more closely to the educational program, as, for example, by courses in animal husbandry and poultry raising for the farm group.

While a large amount of vocational training is given here incidentally in most of the industries and maintenance details, a study of the program of the Pennsylvania Industrial Reformatory would point the way to a more effective system of coordinated work and instruction. The academic course in Anamosa is very limited and is likely to remain so until adequate rooms and a larger staff are provided. This reformatory, with its unusual efficiency in so many directions, can not afford to lag behind in education, which many reformatories consider their chief aim.

The library is supplemented by a large list of current magazines, 37 in number, of which 10 to 100 copies each are taken. This is one of the few institutions where educational films are a regular part of the school program. The cooperation of the State College is helpful and should be drawn on more fully.

The recreation program on the whole is a good one. The use of an inmate organization to help handle the athletic events on holidays is a recognition of the principle of inmate community organi-



zation which might well be developed until it was related to many other phases of the institutional life.

The fuller growth of this project with a larger development of the educational work and a relating of the whole educational program to the industrial assignments, would go far toward making this institution unusually effective in training men for citizenship.

## IOWA STATE PENITENTIARY FORT MADISON, IOWA

Visited May 16, 1928.

The Iowa State prison was established in 1838 at Fort Madison, in the extreme southeast corner of the state. The present plant is the result of a remodeling and enlarging of the original plant.

### I. GROUND AND PLANT

The buildings in front of the prison contain the administration offices with quarters for the warden and the deputy. The buildings within the wall are of various ages and types. The building program has eliminated some of the worst features and given the institution some modern cell houses and workshops. A continuance of the building program is needed in certain parts of the plant such as the kitchen and the hospital. As a whole the arrangement of the buildings is much better than in many institutions that have been developed in this manner. The walls enclose about ten acres.

**1. Housing**—There are three cell houses, two of modern construction erected in 1911 and 1925, and one which was a part of the original prison plant. In the latter the cell block has been torn out and replaced with a modern cell block containing 400 cells on four tiers. One of the modern cell houses contains 260 cells on five tiers, the other 400 on four tiers. In all three houses the cells measure 7.6" x 5 and 8 feet high.

The cells are equipped with toilet and washbowl of good quality. In all of the cell houses a good standard of sanitation is maintained.

In this prison only one man is assigned to a cell. Each cell is equipped with spring bed, mattress, pillow, blankets, sheets and pillow case, shelf, and chair.

**2. Farm**—Two thousand acres, part owned and part leased, comprise the prison farm. The products of the garden, dairy and live-stock are used in the prison commissary.



## II. ADMINISTRATION

1. **Control**—The State Board of Control has the management of this and the other penal institutions of the state. (See General Statement on Iowa.)

2. **Warden**—T. P. Hollowell was appointed warden in 1920. His father was warden for several years, and he has been in close touch with the institution since boyhood.

3. **Deputy**—J. Hayden \* was appointed deputy in September, 1926. He had been assistant deputy for two years and had several years of guard service.

4. **Guards**—There are 104 guards appointed by the warden. They work on three eight-hour shifts seven days a week, with a vacation of ten days to two weeks a year.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3000	quarters and maintenance
Deputy .....	1800	and quarters
Asst. deputy .....	1500	
Guards .....	1080	to 1320
Chief clerk .....	1800	
Doctor (part time) .....	1500	
Oculist (part time) .....	600	
Chaplain (part time) .....	300	
Chaplain .....	1500	
Supt. of industries .....	2100	
Shop foremen .....	1200	to 1500

There are 180 employees on the payroll.

No provision is made for pensions.

## III. PRISONERS

There were 1129 inmates when the prison was visited on May 12, 1928.

The following analysis is given of the 1124 prisoners received during the biennium ending June 30, 1928:

**Ages when received:**

Under 20 years .....	36	30 to 39 years .....	460
20 to 24 " .....	132	40 to 49 " .....	214
25 to 29 " .....	165	50 and over .....	117

\* E. D. Lee became deputy July 1, 1928.

**Nativity:**

Native born .....	1034	Foreign born .....	90
The foreign born were from the following countries:			
Canada .....	10	Mexico .....	12
Germany .....	14	16 other countries .....	42
Italy .....	12		

**Race:**

White.....	997	Negro.....	112	Other races.....	15
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**Education:**

Illiterate .....	168	High school .....	157
Grammar school .....	788	College .....	11

**Sentences:**

No. on Indeterminate Sentence .....	930
" " Determinate .....	194
Up to 5 years .....	104
Bet. 5 and 10 years .....	546
" 11 and 20 " .....	139
" 21 and 30 " .....	114
" 31 and 40 " .....	19
Over 40 years .....	8
Life .....	194

The executions, by hanging, take place at the prison but the sheriff from the county where the crime is committed is the executioner. During the biennium no prisoners were executed.

2. **Classification**—No method of classification is being used.

3. **Insane**—Men adjudged insane are transferred to the hospital for criminal insane at Anamosa by order of the Board of Control.

## IV. DISCIPLINE

1. **Rules and Regulations**—The old rule book is being replaced by a much briefer statement of regulations. The silence system no longer obtains. The men may write letters as frequently as they wish but the state pays for but one in two weeks. Magazines and papers may be received direct from the publisher. Though the visiting rule is one in 30 days, this is not adhered to strictly. Ordinarily visits are held on opposite sides of a screen but some exceptions are made to



this practice. Through the general clerk prisoners may send orders four times a month for tobacco, cigarettes, candy, etc.

**2. Punishments**—The punishments for the lesser offenses are loss of privileges, such as visits, letters and recreation. After repeated warning by the deputy and for more serious offenses men are confined to the punishment cells on bread and water for one to ten days. These cells, located next to the laundry, are overheated and as a group are not up to the standard of the punishment cells in the more modern institutions.

## V. HEALTH

**1. Hospital**—The hospital, with a capacity of 24 beds, occupies a separate section between the administration building and the cell block. A diet kitchen on the third floor serves the patients and attendants. A well-equipped operating room is used for major surgery. There is no X-ray equipment. A large electric baking machine for heat treatments is in use and a laboratory for urine and blood analysis and the staining of smears is available.

**2. Medical Staff**—A part-time physician is in charge of the work. An inmate physician gives full time to the hospital. A part-time dentist and oculist and seven inmates complete the personnel.

**3. Medical Examination and Care**—Incoming prisoners are given a physical examination. Wassermann tests are taken and small-pox and typhoid vaccine administered. A local dentist spends two days weekly at the prison and sees all new men. An oculist visits the prison weekly and examines the eyes of those requesting it.

Tuberculous inmates are housed in a small building in the prison yard. They have an added diet of milk and eggs above the general mess. All known venereal cases are placed under treatment.

**4. Psychological Work**—No routine psychological work is done; mental tests or examinations are given only to those cases selected by the prison physician.

**5. Commissary**—The mess hall is on the ground floor of a building in the center of the yard, the second floor of which is the chapel. The sanitary condition of the commissary is good in spite of the problem involved in buildings and equipment which are old

and which were not planned for a population as large as the present inmate body. A temporary addition has been built to the mess hall, which provides seating capacity for the entire population. The men are seated at tables all facing one way. Talking at meals has never been permitted in this institution.

As a whole the kitchen, storeroom and commissary department need to be remodeled and brought up to modern institutional standards as has already been done in the cell house and workshops of this institution.

The dietary is varied and ample for the inmates' needs. Surplus garden products are canned for use later. Fruit is used generously and the food is not rationed. Inmate kitchen help must be free from communicable disease.

**6. Baths**—There are 28 showers located in a basement. One bath weekly is given the general population; the commissary, power house men and other special groups as often as desired. The bath facilities as a whole are inadequate and need very much to be replaced.

**7. Recreation**—The recreation schedule is a very good one. The men have one hour daily in the yard at noon, from 12.30 to 5.00 Saturday and Sunday afternoons, and on holidays from 7.30 A. M. to 2.00 P. M. The recreation is arranged and supervised by the assistant deputy. Baseball, volleyball, football and other sports are played as far as practicable throughout the year. The sports are financed by a state fund.

**8. Entertainment**—One movie is shown weekly throughout the year. Outside shows and lectures are brought in frequently. There is a general radio for the entire prison and the cell houses are all wired. To this wire the men are permitted to connect with their own head phones.

## VI. INDUSTRIES

**1. Workshops**—The furniture shop is modern in every respect and compares favorably with the best type of industrial buildings either inside or outside of prisons. The shoe shop is adequately housed. The shirt shop is in an older building in which the working conditions are not as good as in the other shops.



**2. Character**—Some of the industries are on state-use, some state-account and some on contract. The shirt manufacturing is done on contract with Salant and Salant, New York, and the furniture industry with Dearborn Company of Chicago.

**3. Employment**—On May 12, 1928, there were 1130 prisoners, distributed industrially as follows:

Tailor and clothing shop.....	38
Shoe shop.....	34
Contract:	
Furniture industry .....	326
Shirt industry .....	271
Tire salvage .....	11
Farms, camps and gardens.....	126
Sick and incapacitated .....	17
Maintenance and miscellaneous ....	307

**4. Vocational Training**—The shoe and furniture factories, the farms and a few of the maintenance details afford some opportunity for vocational training.

**5. Compensation**—The men on maintenance, farm work, etc., receive nothing, except the cook, who is paid \$10 a month, and the dietitian, who receives \$40. The men in the shirt shop are paid 30 to 60 cents a day by the state; the men in the furniture shop from 35 cents up to \$3.00, received by a few, the average being about 50 cents.

## VII. EDUCATION

**1. Library**—There is a fairly good library of 8500 books in charge of the chaplain. The weekly circulation is 600. There is no regular appropriation for new books but they are purchased from visitors' fees. An unusually large number of current magazines, 181 copies of 37 magazines, is subscribed for. The cost of these is \$600 to \$700 a year.

**2. School**—Education is compulsory for illiterates unless excused. The school extends through the eighth grade. It is held from 6.45 to 8.00 P. M. four days a week for ten months of the year. There are five classes enrolling 50 to 70 men. Two large school rooms under the hospital are reached by a tunnel from the cell

houses. The work is directed by the chaplain and carried on by one guard teacher and seven inmate teachers. The latter are paid \$5.00 a month.

About 20 men are taking correspondence courses.

### VIII. RELIGION

1. **Chapel**—The chapel, also used as an auditorium, is on the floor above the mess hall. This building is old and while it was probably adequate for the number it was planned to serve, it is not large enough for the present population.

2. **Chaplain**—The prison has the services of a full-time and a part-time chaplain.

3. **Services**—Services are held weekly for both Protestant and Catholics, at which attendance is compulsory.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to give opportunities for training in citizenship.

### X. PAROLE

Parole authority in Iowa is vested in the Board of Parole of three members, with offices at Des Moines.

Parole data are not kept by years, but the last report received covering the 17 years ending June 30, 1924, gives 4,145 men paroled, 2,809 discharged from parole and 800 returned for violation. Prisoners are generally paroled to individuals and report by monthly written statement.

### XI. Cost

Gross cost for the year ending 6/30/28..	\$437,379.98
Earnings .....	41,144.17
Net cost .....	396,235.81
Gross per capita cost .....	397.25
Net per capita cost .....	359.89

Earnings are left in an industrial revolving fund.



## COMMENT

Since the 1926 Handbook there have been very great improvements in the plant and industrial situation in this institution. The cells in the old cell house, which was part of the original plant, have been torn out and replaced with modern cells. The small windows in this cell house were not enlarged as was done in modernizing the cell houses of Wisconsin and several other old ones which were rebuilt. While the windows are small, they are better distributed and afford better ventilation than many old cell houses have.

The furniture and shoe factories are housed in modern industrial buildings which are in all respects up to the best modern factory standards.

It is planned to continue the rebuilding program until the kitchen and storerooms are replaced with facilities that are up to modern institutional standards and ample in size for the present and the probable future population. Other parts of the institution that need to be replaced are the hospital, defective in arrangement and too small for the present population; the bath house, now located in the basement, and the punishment cells. The latter are built close to the laundry and are overheated. They are not in any respect up to the standard of the more recently built punishment cells found in many prisons.

The furniture factory is making well-constructed and attractive furniture; the machinery and processes of manufacture are in accordance with the best practices outside. Working conditions are excellent, and the pay system is good. This factory is not only turning out an excellent product but it affords an opportunity for a degree of vocational training that is found in few of the larger industries.

The shoe factory is likewise modern in design, is equipped with first class machinery and is turning out a quality of work found in the shoe shops of only a few institutions in the country. Modern machinery, good material and the vocational training make this industry an exceptionally good one.

The shirt shop is less desirable. It is housed in an old building and does not have any vocational value such as the furniture and shoe shops have. The state, by paying the inmates from 30 to 60

cents a day, minimizes somewhat the quite valid objections to this type of industry. The need for the reduction to a minimum of the number of inmates used in such work is obvious and it should be made as rapidly as more desirable industries can be developed.

Few institutions, if any, have made greater progress in their industrial program in the past three years than Fort Madison.

The replacing of the old rule book with its 93 rules and 50 "thou-shall-nots" is undoubtedly a progressive step, as is the doing away with the silence system for the most part. This modification of the rules will undoubtedly make for a higher morale in the prison and increased industrial efficiency, as it gives recognition not formerly given to natural human needs and impulses.

The proposed new hospital is urgently needed. The present hospital, while not positively unclean, is quite untidy. Quantities of supplies which should be in the storeroom are left in the wards. Practically all the hospital work, in the absence of the physician, is in the hands of inmates. The size of the prison population suggests the desirability of the employment of a full-time physician at a salary commensurate with his ability. X-ray equipment should be provided and the general appearance of the hospital should be more in keeping with the purpose it is designed to serve.

Progress in the plant and industries and the change in rules and discipline show what can be done in a few years. This progress and the policy of the state and local officers are such that the next years promise not only to bring the entire plant up to modern standards, which is important, but to develop other industries as good as the furniture and shoe industries; and what is most important to bring the régime and spirit of the whole institution up to the standard of a really constructive penal program.



## WOMEN'S REFORMATORY

### ROCKWELL CITY, IOWA

Visited July 24, 1928.

Until 1918 women were confined in the reformatory at Anamosa. In June of that year the Women's Reformatory at Rockwell City was opened to take care of the women prisoners of the state.

#### I. GROUND AND PLANT

The main buildings, consisting of the administration building and three cottages, make a very attractive group. The walls are of stucco, the roofs of red tile, and the buildings are connected by a colonnade.

**1. Housing**—Two of the cottages have 27 and one 20 rooms, in addition to the kitchen and dining room and assembly room. The women are housed in real rooms, not cells, which are completely and attractively furnished. Each one is equipped with lavatory and toilet, the latter in a semi-enclosure at one end of the room. Each room has a large window. From the standpoint of sanitation, ventilation, lighting and equipment the rooms are very satisfactory. In size they measure approximately 13 x 6.6" and 8 feet high.

**2. Farm**—The institution buildings are located at the center of 219½ acres of farm land. Garden products and the usual farm crops are raised, and a dairy, piggery and poultry farm are maintained for institutional use.

#### II. ADMINISTRATION

**1. Control**—The institution is under the general direction of the State of Iowa Board of Control. (See General Statement on Iowa.)

**2. Supt.**—E. Pauline Johnston, the superintendent, was appointed in May, 1927, to fill an unexpired term. The regular term of office is four years. Miss Johnston had had four years' experi-

ence as business manager of this institution and had also been assistant superintendent for two years of the Minnesota Institution for Girls at Sauk Center.

**3. Asst. Supt.**—There is no assistant superintendent.

**4. Matrons**—There are five matrons appointed by the superintendent. They receive quarters and maintenance, are given a half day every third Sunday, and vacation of from one to two weeks, depending on length of service.

**5. Salaries and Pensions**—The salaries paid are as follows:

Supt. ....	\$2000	quarters and maintenance
Head matron .....	900	" " "
Matrons .....	600 to 840,	quarters and maintenance
Clerk .....	720	
Doctor .....	Paid on fee basis	
Dentist .....	Paid for work done	
Eye, ear, nose and throat specialist....	Paid on fee basis	
Steward .....	1080	
Domestic science teacher .....	720	
Art teacher .....	720	
Chaplain .....	5	a service

There are 18 employees on the staff.

No provision is made for pensions.

### III. PRISONERS

**1. Population**—On July 23, 1928, the date when the reformatory was visited, there were 105 prisoners. Of the 103 prisoners received during the year ending in September 1928 the following analysis is given:

#### **Ages when received:**

Under 20 years .....	7	30 to 39 years .....	26
20 to 24 " .....	37	40 to 49 " .....	16
25 to 29 " .....	13	50 and over .....	4

#### **Nativity:**

Native born .....	103	Foreign born .....	4
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The foreign born were from the following countries: Germany, Mexico, Hawaii and one unknown.

#### **Race:**

White .....	88	Negro .....	15
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**Education:**

Illiterate .....	5	High school .....	21
Grammar school .....	37	College .....	4

**Sentences:**

No. on Indeterminate Sentence .....	84
" " Determinate .....	19
Up to 5 years .....	49
Bet. 5 and 10 years .....	18
" 11 and 20 " .....	8
Bet. 21 and 30 years .....	7
" 31 and 40 " .....	1
Life .....	1

**2. Classification**—The cottage system affords an opportunity for a certain amount of segregation and classification. The grade of an inmate here is indicated by the type of uniform worn, which in turn indicates the privileges accorded her.

**3. Insane**—Insane prisoners are transferred to one of the state hospitals for the insane, by order of the State Board of Control.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The silence rule obtains at all meals except two a week and during school and work hours. One letter a week is permitted. Magazines, books and newspapers may be received direct from the publishers. Visits are allowed once a month. One or two days are scheduled monthly when inmates may purchase fruit, candy and material for embroidery and fancy work. Smoking is not permitted.

**2. Punishments**—Loss of privilege is the punishment for lesser offenses. For some offenses inmates are confined to their room on bread and milk diet with no reading or fancy work. For more serious offenses they may be sent for one to ten days to punishment cells, of which there are ten in the industrial building.

#### V. HEALTH

**1. Hospital**—As all sick inmates are treated in their rooms, the only hospital facilities are a first-aid room where physical examinations are made and venereal treatment administered. Cases for operative treatment are sent to the State University Hospital, Iowa City. Emergency surgery is sent to the Fort Dodge Hospital.

**2. Medical Staff**—A physician visits the prison one day weekly to make physical examinations and give whatever treatments are needed by the inmates. Antivenereal treatments are given by another physician.

**3. Medical Examination and Care**—Each new prisoner is given a physical examination with Wassermann tests. Inmates needing dental treatment are taken to a local dentist. An oculist examines all inmates on admission and any on complaint. Antivenereal treatment is given when indicated.

**4. Psychological Work**—No psychological work is carried on.

**5. Commissary**—Each cottage has its own kitchen. Meals are eaten in a dining room which really justifies the name, the inmates seated around small tables. Each cottage serves meals to its occupants only.

A high standard of sanitation is maintained in the commissary department of all three cottages. The vegetable garden and dairy contribute largely to the variety of food served. Food is not rationed. Cooking is a part of the training of inmates and all are assigned to the kitchen in the routine course of their stay.

**6. Baths**—Bathing facilities are provided in each of the cottages and are available once or twice a week.

**7. Recreation**—Recreation is supervised by the various officers and matrons, each cottage taking turns on certain parts of the recreation space. Playground ball, tennis, croquet, basketball, volley and kitten ball are among the sports used.

**8. Entertainment**—There is no place in the institution for showing movies. Arrangements have been made with a moving picture theatre in Rockwell City to set aside a certain section of the theatre once every three months, and the entire population of the reformatory is taken there, if in the meantime there have been no escapes.

Lectures and musicals are given from time to time. The inmates stage shows occasionally. None of the cottages is provided with a radio outfit but this is only because funds have not been available for the purchase of the equipment. \*

\* Since the institution was visited a radio has been installed.



## VI. INDUSTRIES

1. **Workshops**—The workrooms in the industrial building at some distance from the cottages are well lighted and ventilated, and afford good working conditions for the prison population.

2. **Character**—Sewing, domestic science and canning are carried on in the industrial building.

3. **Employment**—A considerable part of the population is used in the work of the farm, garden, dairy and chicken farm. Most of the farm products are used at the prison. Dresses and fancy work made in the sewing department are on display and for sale at the state fair, at which time most of them are disposed of.

4. **Vocational Training**—Most of the activities of the institution are planned so as to give some vocational training.

5. **Compensation**—There is no system of compensation for work done.

## VII. EDUCATION

1. **Library**—The library is located in the industrial building. There are 1500 books, mostly fiction, in charge of the domestic science teacher. No regular appropriation is made but new books are bought from the Support Fund of the institution.

2. **School**—No academic school work is carried on but most of the activities of the institution are planned to give training. This is especially true of the cannery, laundry, farm, poultry plant, dairy and the domestic work. There is a class in "art work," one in stenography and typewriting, and one in domestic science.

## VIII. RELIGION

1. **Chapel**—An assembly room in one of the cottages will be used as a chapel until the chapel is built for which appropriation has been made.

2. **Chaplain**—There is no regular chaplain.

3. **Services**—Services are held every Sunday by the different local churches in rotation. Sunday school classes are held every Wednesday.

## IX. INMATE COMMUNITY ORGANIZATION

There appears to be considerable recognition of the value of community spirit but there is no definite organization of the inmates

## X. PAROLE

The parole work of this institution is in charge of a State Parole Board. Special responsibility for it, however, is given to the woman agent of the board. On June 30, 1928, there were 22 on parole.

## XI. COST

Gross cost for the biennial period ending	
6/30/28 .....	\$49,324.36
Earnings .....	14,319.16
Net cost .....	35,005.20
Gross per capita cost .....	478.87

Earnings are returned to the state treasury.

## COMMENT

The central group of stucco buildings with red tile roofs, connected by a colonnade, forms one of the most attractive groups of buildings to be found among the penal institutions for women in the country. Defects in construction, however, make it likely that the upkeep of some of these buildings will be higher than in some of the other states.

The location of the institution in the center of the farm, away from the main highway, is an excellent one.

While the cottages are as a whole quite typical of those used in women's institutions, the arrangement of the inmates' rooms, with the toilet facilities in a semi-enclosure, appears to be the best arrangement yet devised.

The presence of jail inmates, sentenced for 30, 60 or 90 days, is unfortunate. If this is to be continued a cottage quite separated from the others should be erected to care for the short-time inmates. Mix-



ing the two groups creates unrest in the whole institution, makes the problems of discipline more difficult and tends to reduce the effectiveness of the whole institution.

The large use of women in outdoor occupations is in line with the policy of the better institutions for women today, but some additional part-time industries are needed for the winter months. The making of flags for schools and public buildings, as in Massachusetts, might be useful in this respect.

The spirit of the administration and the policy of the institution appear to be in many ways similar to those of the more advanced correctional institutions for women but the administrative staff here is probably too small to make feasible the development of a program such as may be found in some of the other women's institutions reported in this book. The superintendent should have an assistant or two who could take responsibility for certain parts of the general institutional life.

## KANSAS STATE INDUSTRIAL REFORMATORY

### HUTCHINSON, KANSAS

Visited May 21, 1928.

The statute establishing this institution was passed in 1893 and appropriation for it in 1895. The first inmates were 20 men received from the Penitentiary. The law provides that inmates from 16 to 25 shall be sentenced here, but owing to the fact that in the courts the age of the men is not checked on, older men have occasionally been received, one of 38 years.

#### I. GROUND AND PLANT

The administration building in front is connected with the guard room, on either side of which are the main cell houses. An additional cell house has been built on one side of the corridor which joins the guard room with the commissary building in the rear. The main buildings are of stone and for the shops, hospital and some other buildings, brick has been used.

The walls enclose about 14 acres.

**1. Housing**—There are four cell houses, in three of which 200 cells are arranged on four tiers. The cells in three of the cell houses are 5 x 8 and 8 feet high. They are supplied with a crude type of plumbing, typical of that period of prison construction.

In the fourth cell house there are 80 cells, planned for nine men to a cell. These measure 9 x 18 and 8 feet high. In this the plumbing is new and of first class quality.

The cells are equipped with strap-iron beds which have straw mattress, sheets and blankets. Extra underclothing is provided for night wear in place of pajamas. In general the sanitary condition is good, considering the type of construction.



**2. Farm**—There is a farm of some 1300 acres owned by the state. In addition the state has rented and operates, primarily as industries, 22 farms and five orchards. The products of the state-owned farm, dairy, etc. are used largely in the prison commissary.

## II. ADMINISTRATION

**1. Control**—(See section on Control in report of Kansas State Prison.)

**2. Supt.**—E. E. Frizell was appointed in April, 1925, for a four-year term. He had formerly been a rancher and business man and for 12 years a state senator.

**3. Asst. Supt.**—Captain D. J. Wilson appointed January 19, 1928. He had been for many years an instructor in the National Guard.

**4. Guards**—There are 24 guards and 42 instructors, who work ten hours a day, with every other Saturday afternoon off and a vacation of 15 days a year. Quarters are provided for the single men. At a guard's mess meals are served at 15 cents each. Two uniforms a year are supplied to all officers subject to call for guard duty.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$2500	quarters and maintenance
Asst. supt. ....	1800	
Chief clerk .....	1800	
Guards .....	1050 to 1350	
Doctor (part time) .....	2200	
Dentist (part time) .....	960	
Trained nurse .....	1200	
Supts. of industries .....	1800 to 2400	
Farm supts. ....	1440 to 1620	
Engineer .....	1440	
Head cook .....	1500	
Educational director .....	1560	
Teachers .....	1296 to 1440	
Chaplain (part time) .....	600	
Parole officer .....	1800	

The total number of employees on the payroll is 83.\*

There is no pension provision.

\* As of April 26, 1929, when there were 1098 inmates.

## III. PRISONERS

1. **Population**—On the date the prison was visited, May 21, 1928, there were 891 inmates.

The following analysis is given of the 895 prisoners received during the last half of the year 1927:

**Ages when received:**

Under 20 years	496	Over 26 years	
20 to 25 "	388	(loaned from prison)	11

**Nativity:**

Native born	872	Foreign born	23
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**Race:**

White	755	Negro	130	Other races	10
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**Education:**

Illiterate	13	Public school	650
High school	222	College	10

**Sentences:**

Maximum	life	Minimum	one year	Average	18 months
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2. **Classification**—While mental tests are given as a matter of routine, there is no scientific system of classification.

3. **Insane**—On the order of the Board of Administration men adjudged insane are transferred to one of the three state hospitals for the insane.

## IV. DISCIPLINE

1. **Rules and Regulations**—A rule book is supplied each inmate, containing general suggestions as to conduct as well as specific rules. While it contains more detail than many institutions are today finding desirable, this is in part caused by the system of gaining credits which affect the time of parole. As a whole the rules are primarily those necessary for the smooth running of institutional life.

There is no silence system. One letter may be written every other week. Magazines, newspapers and books may be sent from publishers or friends of the inmates. Smoking is permitted for those over 21



years of age; the state law prohibits the smoking of minors. Inmates may receive parents or relatives every fourth Sunday from 10.00 A. M. to 4.00 P. M. The chief clerk handles small orders for candy, gum, etc. and tobacco for those over 21. The amount inmates may spend is strictly limited.

**2. Punishments**—Loss of "good time" and privileges is commonly used for lesser offenses. For more serious breaches of discipline men may be confined in the screen cells from one to ten days. Few are kept for the maximum period. While in the screen cells they are supplied with all the bread and water they want but no other food. For escape, men are put on the rock pile for three to six months, sometimes in stripes.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate building, practically new and constructed for the purpose. It has a capacity of 42 beds divided into three wards, one of which is reserved for tuberculosis cases, and three rooms of two beds each. An operating room for major surgery and a diet kitchen complete the equipment. There are no laboratory facilities or X-ray equipment.

**2. Medical Staff**—A part-time physician and dentist, a full-time practical woman nurse and nine inmates complete the personnel. Two consulting surgeons are called upon when needed.

**3. Medical Examination and Care**—All new prisoners are given a physical examination including the Wassermann test. A local dentist spends one day weekly at the prison. Eyes of all new inmates are examined by the prison physician.

Light cases of tuberculosis are assigned to easy work in the yard; severe cases are hospitalized. All are placed on additional special diet of eggs and milk. Antivenereal treatment is given when indicated.

**4. Psychological Work**—Psychiatric examinations are given only when symptoms develop, but psychometric measurements are made on all.

**5. Commissary**—The commissary building, one of the original structures, is hardly up to modern standards, in arrangement, ventilation or ease of maintaining sanitary conditions. The mess hall is

kept in good condition but the lighting and ventilation appeared inadequate. The men are seated at tables facing both ways. The tables are equipped with drop seats.

In the kitchen and bakery some artificial ventilation is provided; more could be used advantageously. Cooking is done by steam and a battery of ranges. Natural gas is used for heating.

The dietary is ample and is improved by the prison farm products. Milk is furnished with the noon meal. Food is not rationed.

**6. Baths**—The bath house is supplied with 120 showers. During the summer there is a daily bath period and during the winter one bath a week is given, though special details have more frequent periods. During the summer months the outdoor swimming pool is available daily.

**7. Recreation**—Under the supervision of one of the teachers a program of recreation is arranged. In summer there is a daily recreation period from 6.30 to 8.30 P. M., and on Saturday afternoons and all day Sunday, except during the chapel hours, the men are given the yard. Games with outside teams are scheduled during the summer in baseball and during the winter in basketball. Quoits and swimming during the summer are the other sports provided. Equipment is purchased with the interest on inmates' funds on deposit.

**8. Entertainment**—Occasional lectures, musical entertainments or outside shows comprise the entertainment program.

## VI. INDUSTRIES

**1. Workshops**—Industries are housed for the main part in buildings of different age and type, though all of them provide good working conditions for the present number employed.

**2. Character**—Both industries and farms are run on the state-account basis.

**3. Employment**—On the day the prison was visited, the distribution of population was as follows: \*

\* The difference in the total of these figures and the population as given for the same day is due to the fact that some of the inmates are assigned to one detail in the morning and another in the afternoon.



Farm .....	77	Machine shop and blacksmith ....	9
Fair ground .....	33	Shoe dept. ....	15
Maintenance .....	270	Printing dept. ....	12
Carpenter shop .....	25	Barber shop .....	22
Tailor shop .....	33	Tin shop .....	4
Manual trades .....	23	Band .....	26
Garage .....	19	School .....	142
Auto-tag factory .....	25		

**4. Vocational Training**—The new construction, farms, garage, and in fact most of the details of the institution are so handled as to give an unusual degree of vocational training.

**5. Compensation**—The law provides no pay for work done. There is, however, an allowance of four cents a day to each inmate.

## VII. EDUCATION

**1. Library**—There is a rather poor library of 9000 volumes with a circulation of 500 a week. It is not properly catalogued or classified. There is no appropriation. Some current magazines are obtained by gift and from news dealers' excess stock.

**2. School**—All educational work is in charge of a superintendent who receives little more than the pay of a guard, after 18 years on the staff. Men lacking eighth grade education are required to attend school half a day. The sessions are from 8.00 to 11.00 A. M. and from 1.00 to 4.00 P. M. five days a week for 11 months of the year. Some outside study is required. Courses given cover the eight grades and some high school subjects, the latter being voluntary. A course in physiology and hygiene is a feature. Intelligence tests are given. School is held in the library room and in six classrooms. There are six guard-teachers. The enrolment averages about 450.

## VIII. RELIGION

**1. Chapel**—The general assembly room with a capacity of about 1200, is located over the guard room. This is used for general chapel services and there is a small chapel equipped for Catholic services.

**2. Chaplain**—There is a full and part-time chaplain.

**3. Services**—Sunday school is conducted every Sunday morning by 17 teachers from Hutchinson. Attendance is compulsory. General church services and Catholic services are held in the afternoon.

**4. Other Agencies**—Salvation Army and Christian Science services are held at regular intervals.

## IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The Board of Administration acts also as a parole board, functioning in each institution through a parole clerk. The men make their reports by mail but ordinarily are required by bond to cover the possible cost of return if they are to leave the city. They are paroled to individuals called "sponsors." During the last biennial period ending June 30, 1928, 1164 men were on parole lists, 724 were paroled and 412 were carried over from the previous period. During this period 53 paroles were revoked. Final discharge is given at the end of one year of good reports.

## XI. COST

Gross cost for the year ending 6/30/27..	\$291,580.38
Earnings .....	42,717.34
Net cost .....	248,863.04
Gross per capita cost .....	364.02

## COMMENT

This is an interesting institution because of the way even the handicaps of an old plant and of inadequate industries have been turned into opportunities for giving inmates vocational training; significant because it shows what ingenuity and energy can accomplish with comparatively meager resources.



Problems aggravated by a rapid growth of population have been successfully met. The institution had in July 1923, 283 inmates; in January 1924, 317; and in January 1928, 893. When the present administration took charge the plant was run down and parts of it were out of date. Both housing facilities and industries were quite inadequate for the population. An insufficient appropriation was made to go very much farther by the use of inmate labor in new construction. This secured additional and satisfactory housing facilities with the money available and at the same time gave work of high vocational value to otherwise idle inmates.

In the face of considerable opposition new industries were developed, most of which were at once profitable to the state and of real value vocationally.

New construction, some new industries, 22 leased farms and work on buildings on the state fair grounds in Hutchinson have employed the labor of inmates advantageously to themselves and to the state. There is probably no institution in the country where official energy and initiative have accomplished so much with so little outlay of state funds.

Coming as it has after years of apparent political control in the management all this is the more creditable.

The construction program should be continued until the obsolete cells in the old cell house are replaced by modern ones and parts of the institution are reconstructed to eliminate crudeness of construction to reduce fire hazard and to bring them up to proper institutional standards in every way.

The industries and maintenance work are definitely planned to give vocational training, and this is being accomplished to a higher degree than in most reformatories. The automobile school is perhaps the best example of an ingenious combination of productive industry and trade school. The importance of academic instruction is not lost sight of and the inmates are required to attend school a half day until they meet the eighth grade requirements. Attendance at the classes of high school grade is voluntary. The staff, consisting of a superintendent and six guard-teachers, is plainly underpaid, and there should be a separate school building in place of the rooms now used.

The library, although it contains 9000 books, is far from satisfactory, and shows need of the attention of a skilled librarian and of regular appropriations for replacements.

The hospital building and equipment rank among the best of prison hospitals. X-ray and laboratory facilities are needed. The large, light basement might well be equipped for occupational therapy for ambulatory and convalescent patients. With the facilities available, a greater effort could well be made for the removal of defects from which many of the inmates are suffering.

The employment of a woman nurse is a commendable feature of this hospital.

Giving the inmates interesting and worth-while work to do under as nearly normal conditions as possible appears to have reduced the number and seriousness of disciplinary cases.

With the spirit and program as found when the institution was visited it seems probable that this reformatory is accomplishing its purpose as effectively as any in the country. To give permanence to its progress several things are needed. Officials should be selected without reference to political expediency. Salaries as a whole are low and should be raised. The educational work and library need fuller development and better equipment. The inmates might be organized to handle many phases of the inmate community life. Some seasonal industries are needed for the winter when the outside work is reduced.

The substantial progress of the past few years should be a source of gratification to the people of the state and should help secure their support for completing and carrying on the unfinished parts of the task.



## KANSAS STATE PENITENTIARY

### LANSING, KANSAS

Visited May 20, 1928.

The first state penitentiary was established in 1861 near the present site, some 30 miles from Kansas City.

#### I. GROUND AND PLANT

The administration building and the cell houses on either side are of brown stone. The other buildings though of varying types and materials are built along streets and present an orderly appearance.

1. **Housing**—There are four cell houses, one just completed, one old and out of date,\* one recently remodeled and a fourth in which the fronts of the cells were left out entirely so that they form cubicles rather than cells. In the latter there are 140 cubicles 9 x 7 and 8 feet high on three tiers, with a battery of toilets and washbowls on each tier. In the old cell house there are 280 cells on five tiers, 8 x 7 and 4.7 feet high. These cells have no plumbing and are out of date in every respect.\* The remodeled cell house has 224 cells 10 x 6 and 8 feet high, on four tiers. Provision is made for forced ventilation. It is well lighted and modern throughout. The new cell house has 124 cells on the two lower tiers and 32 units for six men each on the three upper tiers. The cells are 10.3" x 6 and 9.3" high, and the dormitory units 10.8" x 18 and 7.10" high. Each cell is supplied with a good quality of washbowl and toilet. Special ventilation is provided, and as a whole the cell house provides sanitary and quite satisfactory living quarters.

The beds, except those in one cell house which have springs, are of sheet steel or board slats, with straw-filled ticks. Sheets, pillow case and blankets are provided.

2. **Farm**—About 800 acres of the 2000 owned by the institution are cultivated.

\* Since the prison was visited this old cell house has been rebuilt.

## II. ADMINISTRATION

1. **Control**—The state institutions are under the control of a State Board of Administration. This board consists of three members who receive a salary of \$3500 a year and traveling expenses. The Governor of the state is a member ex officio. While the board has the general control of the institution the appointment of the warden is made by the Governor. The members of the board are, Charles S. Huffman, Columbus; Lacy M. Simpson, McPherson; and R. H. Grimes, Kansas City.

2. **Warden**—W. H. Mackey was appointed warden in 1925.\* He was for two years deputy warden at the Federal Penitentiary at Leavenworth and had also had experience as sheriff and U. S. Marshal.

3. **Deputy**—R. H. Hudspeth was appointed deputy in April, 1921. As guard, record clerk and parole officer and in his present capacity, he has been with the institution 15 years.

4. **Guards**—The 75 guards, appointed by the warden, work on 12-hour shifts, with one day off in nine, and ten days' vacation a year. Dormitory quarters are provided for them and meals are served at the officers' mess for which they pay 15 cents a meal.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3000	quarters and maintenance
Deputy .....	2400	and quarters
Captains of guards .....	1560	to 1680
Guards .....	1200	and 2 uniforms yearly
Chief clerk .....	2400	
Parole and record clerk .....	2160	
Doctor .....	2400	quarters and maintenance
Chaplain .....	1950	
Chief engineer .....	2000	
Supt. of twine plant .....	2400	
Farm supt. ....	1500	
Steward .....	2000	

The number of employees on the payroll is 120.

There is no pension provision.

\*M. F. Amrine was appointed warden in 1929. He had previously been warden, 1921-23, and was from 1910-13 Supt. of State Reformatory.



## III. PRISONERS

1. **Population**—On May 20, when the prison was visited, there were 1828 prisoners. The following analysis is given for the 974 prisoners received during the biennium ending June 30, 1928:

**Ages when received:**

Under 20 years .....	81	30 to 39 years .....	283
20 to 24 " .....	148	40 to 49 " .....	130
25 to 29 " .....	258	50 and over .....	74

**Nativity:**

Native born .....	945	Foreign born .....	29
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The 29 foreign born were from 11 countries.

**Race:**

White.....	815	Negro.....	146	Other races.....	13
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**Education:**

Illiterate .....	51	High school .....	141
Grammar school .....	730	College .....	52

**Sentences:**

No. on Indeterminate Sentence .....	837
" " Determinate " .....	137

Up to 5 years .....	88
Bet. 5 and 10 years .....	1
" 11 and 20 " .....	6
" 21 and 30 " .....	3
" 31 and 40 " .....	1
Over 40 years .....	1
Life .....	37

Capital punishment was abolished in 1872.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—Prisoners adjudged insane are kept in a small walled enclosure adjoining the prison. Their quarters are cramped and not suited to the proper care of such cases. A civilian guard is in charge. The prison physician visits the department daily. There is no other medical care. They are engaged in rug weaving and some carpentry and they can the surplus vegetables and fruits which the prison garden produces.

## IV. DISCIPLINE

**1. Rules and Regulations**—Men are permitted to talk everywhere except in the mess hall at mealtime. Two letters are allowed weekly and visits of one hour duration each month, but this is not rigidly adhered to. Books, newspapers and magazines may be received either from the publisher or from relatives. Men are permitted to purchase a wide variety of foods from a prison store, not to exceed \$5.00 a week. The profits of this store are used for the needy families of prisoners. Smoking is permitted in the cells and on the recreation field.

**2. Punishments**—For the lesser offenses loss of privileges is used. For more serious offenses men are sent to "Number 2," the jail building which is in the rear yard surrounded by a high brick wall. In this the men are given so many wheelbarrow loads of rock to break a day. For some offenses men are put into dark cells on a bread and water diet.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate building of modern construction and design. More room is needed, however, and a third story is being contemplated. Major surgery is done in a well-equipped operating room. X-ray equipment without fluoroscope, a laboratory for urinalyses and blood counts, and a diet kitchen are all available.

**2. Medical Staff**—A resident physician, who is also a psychiatrist, two inmate physicians, and 11 other inmates comprise the personnel.

**3. Medical Examination and Care**—A physical examination including Wassermann tests and smallpox and typhoid vaccination is given each new inmate on arrival. Two inmates, not dentists, but trained in prison, do all types of dental work. The prison physician examines the eyes of all the inmates. All known tuberculosis cases are hospitalized and given an additional diet of milk and eggs. Venereal cases receive treatment.

**4. Psychological Work**—The prison physician gives a psychometric measurement to all inmates and a psychiatric examination to those showing mental symptoms.



**5. Commissary**—The commissary occupies the first floor of an old building. The men are seated in the mess hall at tables facing one way. The seating capacity is so much less than the present population that two or more sittings have to be used at each meal. Part of the kitchen equipment is as out of date as the building itself. The bakery is not separate but occupies a part of the old kitchen.

Considering the age of the building and problems growing out of the inadequate space, a good standard of sanitation is maintained.

While the diet seems ample, there is a monotony in the rotation of daily menus.\* Food is not rationed. Inmates are permitted to spend \$5.00 a week at the prison canteen. Only physically well men are assigned to kitchen duties.

**6. Baths**—In the bath house under the new cell house there are 72 showers. The schedule for the general population is one bath weekly during the winter and two in summer. Separate showers are provided near the mine entrance for the men working there.

**7. Recreation**—During four of the summer months the men have an hour or two in the yard daily and from 2.00 to 4.30 on Saturday for games with outside teams. Sunday afternoon, as well as holidays, is also given in the yard. Baseball is the principal sport and in addition to games with outside teams there is an inside baseball league.

**8. Entertainment**—Movies are shown Saturday afternoons during the winter months. Inmates stage one show a year.

## VI. INDUSTRIES

**1. Workshops**—The twine shop is modern in design and construction and a new laundry was being erected. Some of the smaller shops, however, are housed in old buildings.

**2. Character**—The principal industries are on the state-account basis, the principal ones being the coal mine, twine plant, brick plant. The laundry is, aside from work for the prison, a state-use industry.

**3. Employment**—The industrial distribution of the 1928 inmates on May 20, 1928, was as follows:

\* Since the prison was visited the warden reports much improvement in menus, as a result of a change in steward.

Brick plant .....	112
Shale pit .....	48
New construction .....	142
Farm .....	111
Garage and blacksmith .....	30
Mine .....	452
Twine plant .....	145
Laundry and tailor shop .....	112
Band .....	57
Insane ward .....	104
Hospital patients .....	22
In other state institutions .....	13
Maintenance .....	480

**4. Vocational Training**—Most of the industries offer some opportunity for vocational training, but there is no plan for accomplishing this purpose.

**5. Compensation**—The inmates are paid at the rate of four cents per day. Those working in the mine receive \$1.00 a ton for coal mined in addition to the set task.

## VII. EDUCATION

**1. Library**—There is a rather poor library of 7500 volumes with a circulation of 500 a week. The number of magazines subscribed for, however, is unusually large. There are nearly 300 copies of 80 magazines. The appropriation for the library is said to be \$4000 for the biennium but athletics and the band are also supported from the fund.

**2. School**—There is no organized school program and there are no schoolrooms.

A few men are taking correspondence courses under the supervision of the chaplain. Those from Kansas University are free but those from the State Agricultural College are not. Text-books and writing material are issued to men who wish to study in their cells. The chaplain supervises their study to a limited extent.

## VIII. RELIGION

**1. Chapel**—The chapel, also used as an auditorium, is on the second floor over the mess hall. It is quite inadequate for the present population, as it seats about 750.



2. **Chaplains**—There is a full-time and a part-time chaplain.
3. **Services**—Services are held every Sunday morning and the chaplain also conducts a Sunday school.
4. **Other Agencies**—Christian Science services are held regularly.

#### IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization to train the men in the duties of citizenship.

#### X. PAROLE

The State Board of Administration acts as a parole board, or a man may be paroled by the Governor. Men are eligible for parole when their minimum sentence has expired, unless they have served a previous sentence in which case a year is added to the minimum term. Those who have served more than one previous term are not eligible for regular parole.

During the biennium ending June 30, 1928, 517 men were paroled, 73 men declared violators and 56 men returned for violation of parole. Men are paroled to individuals or organizations and their report by letter is vouched for by their employer.

#### XI. Cost

Gross cost for the biennium ending

July 1, 1928 .....\$1,281,581.20

Earnings ..... 253,950.31

Net cost ..... 1,027,739.89

Gross per capita cost ..... 353.18

Net per capita cost ..... 298.74

In the Net Cost are included new construction charges amounting to \$148,039.99.

#### COMMENT

Since the 1926 Handbook this prison, like Folsom, has received widespread publicity. In this case it was caused by a strike in the coal mine, said to have been engineered by a few men who forced

others to participate. The 1926 Comment spoke of the undercurrent of unrest which could be felt in this prison. This was due to an almost complete cessation of paroles; there is little question that the mine strike was caused primarily by this unwise policy, which prevailed for some time. The parole board is apparently functioning again at the present time.

The improvement in the old plant during the last three years is very marked. The old cell house has been entirely rebuilt, the cells being replaced by modern ones and the walls of the building moved out to make the building conform to modern standards of construction. Excellent shower baths are located in a room at one end of the cell house. A new cell house built entirely by inmate labor has been completed and a system of forced ventilation has been put in at considerable cost. Without such devices most inside cell blocks are difficult or impossible to ventilate properly. The unique cell block in the north wing, called the dormitory, is still in use and living conditions there are excellent. There are 139 alcoves or cells without fronts, with toilet and bathing facilities on each tier.

The living quarters in the prison reach an unusually high standard, considering that the plant is old and that the problem has been one of reconstruction rather than construction of an entirely new plant.

Certain other sections of the prison fall below the standard set by the housing facilities. This is particularly true of the whole commissary section. The mess hall and kitchens are in as good condition as their construction permits but they are not up to the standard of the newer parts of the prison and are too small for the present population. This is also true of the chapel.

An ingenious method of construction was noted in the new laundry building, which is being built over the old one without stopping the work of the laundry. This work and all the construction work described above has been done with inmate labor at greatly reduced cost to the state. Such work furnishes excellent training for the inmates in a variety of building trades.

This prison is fortunate in having no pressing problems of unemployment. Efficiency of management has met the problem of overcrowding from which so many prisons suffer. It has, however,



the common weakness of American penal institutions: that a program definitely designed to fit men for release has not been promoted; such character formation as takes place appears to be incidental to what are conceived of as "practical activities."

The industrial situation is better here than in most prisons. The major industry is a coal mine employing 25 per cent of the population. This is an industry found in only two or three states. Whether or not an occupation so confining is suitable for men already under confinement is a matter of doubt. Prisoners are apparently glad to be assigned to the mine but this is probably due to the wages and to the extra "good time" allowed. Conditions at the mine head have been improved and there are adequate facilities for bathing there.

The other industries include a binder twine plant, a brick plant, and a laundry which does work for state institutions. These employ another 25 per cent of the population. The wages paid everywhere but in the coal mine are small. There seems to be a rather wide difference between the unusually high wage paid a few men in the mine and the few cents a day paid men doing high grade clerical work.

Disciplinary methods in vogue do not appear to be rigid but the methods of punishment for those who break the rules are more severe than in many other prisons.

The disciplinary cell house known as "Number 2" is an isolation section with a work yard in which men are placed in cage-like cells and are given a certain amount of rock to break as the day's work. The building is old but the cells are outside cells and there are showers on both floors. The structure is dreary and forbidding and the type of punishment is one which can easily be abused, especially by administering it to men who need scientific treatment rather than continued punishment. The additional punishment cells, known as "the jail" are unfit for human occupancy and should be abandoned. The most progressive prisons use effectually a type of isolation and punishment cell that is up to standard in lighting, ventilation and plumbing.

Additional hospital space is needed at this prison. Another story could be added to the present building to include proper facilities for tuberculosis cases which now, owing to faulty construction, are

housed in quarters which for a part of each day are devoid of sunshine.

The advisability of permitting all types of dental work to be done by prison-trained inmates without expert dental supervision might well be questioned.

New quarters adapted to the needs of the patients should be provided for the group of dangerous insane now housed in the quarters formerly occupied by female prisoners. A special ward could be built for this group at one of the state insane hospitals where they would have the advantage of proper medical supervision and treatment.



## STATE INDUSTRIAL FARM FOR WOMEN LANSING, KANSAS

This institution was established in 1916 on a site about a mile from the men's prison. For the first year it was a branch of the men's prison but since that time has been an entirely separate institution.

The institution is the cottage type. The bricks for it were made at the men's prison and the buildings erected by the inmates from the men's prison.

In addition to the administration building which contains the offices and quarters for the superintendent there is a hospital building and two cottage buildings.\* The latter are complete units, each having its own commissary department, workrooms and storerooms. As the need develops for new cottages it would be well to make some study of the cottages of other state institutions, such as Minnesota and Iowa, where the plans for the buildings as a whole seem to be worked out more carefully than here and where the general type of construction is somewhat better.

The industries consist primarily in institutional work which is organized to give training in Home Economics. The equipment as a whole is of a type used in homes rather than in institutions, so that this work has real vocational value.

The institution has about 160 acres of orchard, farm and garden and during the summer these provide work for a large number of inmates.

The institution is under the control of a Board of Administration with the following members :

\* Since the institution was visited another cottage has been erected containing 50 individual rooms for inmates, three matrons' rooms, an assembly room, and sleeping porches for 24 persons. The first floor is for recreation purposes. In addition, sleeping porches for every cottage are now being built, also a dairy barn and other farm equipment.

Gov. Clyde M. Reed, Topeka, Chairman

Charles S. Huffman, Columbus

Lacy M. Simpson, McPherson

R. B. Grimes, Kansas City

Mrs. J. B. Perry has been superintendent of the institution since it opened. She is assisted by 14 matrons and a trained nurse. Women committed for offenses are received here and, in accordance with the state law, women found infected with venereal diseases may be interned until cured. There appears to be only one other state, Nebraska, where such a law is found. At the time the institution was visited 100 of the 162 inmates were internes. Among the internes are comparatively young girls as well as women of mature years. There is no question that these women should have hospital treatment but it seems equally clear that it might better be done in connection with some state hospital rather than with a correctional institution. It is difficult to see why adequate guarantee can not be set up so that these people in many instances will receive proper medical attention on the outside and precautions taken against the diseases being communicated without committing them to a correctional institution.

The physician of the men's prison is also in charge of the medical work here. There is a full-time trained nurse and a hospital of 28 beds; an operating room and a treatment room for venereal cases is also provided. As so many of the inmates are confined for venereal treatment only, this form of treatment constitutes the major activities of the medical department.

For the year ending June 30, 1927, the expenses of the institution were \$88,785.57.

This institution is one of the first in the Middle West to develop the cottage type. The spirit and purpose appear to be in line with that of the better institutions for women in the country but, as in so many other places, the superintendent is not given enough trained assistants. Even with this handicap progress has been made in developing a good institutional standard. As the institution grows, however, the need for trained specialists will become greater and provision for them, as well as for new buildings, should be made early



rather than after the population has grown to the point where the institution is seriously overcrowded.

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The superintendent, Mrs. Julia B. Perry, makes the following statement regarding the above Comment.

"Our intern population that you speak of as being better cared for in some hospital on the outside, you must not forget one of the most important things that is necessary in caring for these intern women. They might be cured, but they would not get the training that they get here, and if they go out without training, the world is not any better or the person so treated.

"The intern body is kept entirely separate from the sentenced population, although, as a rule, the sentenced women are a much higher type than the intern.

"We would be glad if the intern woman could stay with us much longer and get more training than she does."

## KENTUCKY STATE PENITENTIARY EDDYVILLE, KENTUCKY

Visited March 7 & 8, 1928.

The Kentucky State Penitentiary was established at Eddyville in 1884. It is located on a hill near the Cumberland River. A wall runs around the hill, for the most part below the level of the prison buildings, so that little of it may be seen from the prison yard. The view, except to the front of the prison where the cell houses stand, is out over wooded hills and farm country.

### I. GROUND AND PLANT

The administration building and cell houses on either side form the front of the prison. The commissary, hospital and chapel are built on the knoll in the center of the yard. The shops are built near the rear wall.

The walls enclose about ten acres.

**1. Housing**—There are four cell houses in which the cells are four tiers high on one side and five on the other. In three of the cell houses the 414 cells are 8 x 3.5" wide and 7 feet high. In the fourth cell house the 126 cells are 9.5" x 6.5" and 7 feet high. In the old cell house the bars are of heavy flat steel which cuts off a great deal of light and increases the problem of ventilation. In the latest cell house the bars are round and the entire front of the cell is open so that the lighting and ventilation are much better. None of the cell houses has plumbing.

The bottom tier of cells on the five-tier side of the cell house is down below the level of the windows and immediately in front of these cells are the shower baths.

Most of the cells are equipped with double-deck spring beds, supplied with mattress, blankets, sheets and pillowcase. Those in the new cell house have table and chair.



**2. Farm**—The state owns about 50 acres outside of the walls, of which only four or five are tillable, and rents about five acres.

## II. ADMINISTRATION

**1. Control**—The prison is under the general control of the State Board of Charities and Corrections, composed of the following eight members:

Joseph E. Robinson, Lancaster, Chairman  
Mrs. Robert A. Brawner, Frankfort  
John P. Haswell, Louisville  
C. W. Henderson, Olive Hill  
Miss Linda Neville, Lexington  
Curran Pope, M.D., Louisville  
E. E. Shannon, Louisa  
Thomas O. Turner, Murray

The members are appointed by the Governor for a four-term period, two being appointed every fourth year. They serve without pay, but are allowed expenses. This board chooses the commissioner of public institutions. The commissioner with the approval of the board appoints the institution heads. The members of the board are bi-partisan.

**2. Warden**—The warden is J. B. Chilton,<sup>1</sup> appointed in September, 1912. His term of office is the longest of any prison warden in the country. Mr. Chilton had formerly been a court officer and had also served in the Western State Hospital.

**3. Deputy**—C. B. Miller has had 22 years' experience in this institution as guard and deputy.<sup>2</sup>

**4. Guards**—There are 38 guards appointed by the warden. They work on a 12-hour schedule, seven days a week and have 14 days off a year which may be taken in two periods. They do not wear uniforms.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3600	quarters and maintenance
Deputy .....	1800	" " "

<sup>1</sup> Mr. Chilton died in July, 1929, and L. A. Gumm is acting warden.

<sup>2</sup> Mr. Miller has resigned and W. P. Gillahan is now deputy warden.

Guards .....	\$1080-1200, board and quarters supplied at the rate of \$20 a month
Chief clerk .....	1500 quarters and maintenance
Doctor (part time).....	2400
Dentist .....	Paid for work done
Oculist .....	" " " "
Steward .....	1500 quarters and maintenance
Chaplain .....	1800

There are 52 employees on the payroll.

There is no pension provision.

### III. PRISONERS

**1. Population**—On the day the prison was visited there were 661 inmates.

The following analysis is given of the 750 prisoners on hand at the close of the year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	106	30 to 39 years .....	168
20 to 24 " .....	230	40 to 49 " .....	71
25 to 29 " .....	130	50 and over .....	45

#### Nativity:

Native born .....	742	Foreign born .....	8
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The foreign born were from seven countries.

#### Race:

White .....	349	Negro .....	401
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#### Education:

Illiterate .....	119	High school .....	77
Grammar school .....	547	College .....	7

#### Sentences:

No. on Indeterminate Sentence .....	2
" " Determinate Sentence .....	748
Up to 5 years .....	415
Bet. 5 and 10 years .....	190
" 11 and 20 " .....	21
" 21 and 30 " .....	25
Life .....	88
Sentenced for execution .....	11



During the last fiscal period seven prisoners have been executed by electrocution.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—The insane are transferred to a separate building for the criminal insane. The superintendents of the three insane hospitals, of the feeble-minded institution, the prison doctor and the warden determine what inmates are to be transferred to the state hospital but the commitment is by the same legal process as in the case of any citizen of the state.

#### IV. DISCIPLINE

1. **Rules and Regulations**—The men are divided into three grades. They enter in first grade and may be reduced to second grade for minor offenses or to third for more serious breaches of discipline. They must be in first grade nine months before they can be considered for parole. There is no silence system, nor any limit to the numbers of letters which may be written. Magazines, books and papers may be received direct from the publishers. No limits have been placed on the number of visits inmates may receive. Smoking is permitted in the mess hall after the noon meal, in the recreation building and in the cells. The men are permitted to make purchases through the prison clerk of a considerable variety of articles, food, clothing, etc.

2. **Punishments**—The principal form of punishment is loss of privileges and "good time." Men reduced to third grade earn no "good time" while in that grade. For the more serious offenses men are put in punishment cells in the section built for the condemned prisoners, incidently the best cells in the institution.

#### V. HEALTH

1. **Hospital**—A separate two-story building with a capacity of 40 beds comprises the hospital. Equal facilities are provided for white and colored inmates. Major surgery is done in a well-equipped operating room. There is no X-ray equipment and laboratory facilities are only for urinalyses. Meals are prepared in the general kitchen and carried to the hospital.

**2. Medical Staff**—A part-time physician is in charge. A consulting surgeon and eye, ear, nose and throat specialist visit the prison when called. A dentist does extractions only. Six inmates are attached to the hospital.

**3. Medical Examination and Care**—Physical examinations with Wassermann tests and smallpox vaccination are made on incoming prisoners. Defects found are not corrected unless they become acute. The only dental work is the extraction of teeth on request of inmates. Eyes of all inmates are examined on admission.

Tuberculosis cases are treated in the hospital ward devoted to that purpose. Their regular diet is supplemented with eggs and milk. Venereal cases are placed under treatment.

**4. Psychological Work**—No mental examinations are given unless the inmate shows signs of mental breakdown.

**5. Commissary**—The commissary department is located in a separate building; the mess hall is on an upper floor and the lower floor is divided by a partition on one side of which is the laundry and on the other side the kitchen. Food is sent up from the kitchen and bakery to the mess hall by elevator. The men are seated at tables facing one way.

The sanitary condition of the commissary department as a whole is good. The whitewashing of the walls is apparently repeated at frequent intervals and the rooms appeared to be clean and well kept. The kitchen and bakery are well lighted and ventilated and the equipment adequate. Most of the cooking is done on ranges.

The dietary is varied and well adapted to the conditions under which the inmates live. Fruit and green vegetables are served daily. Buttermilk is supplied for drinking. Enough outside food for three meals may be sent in by friends or relatives. Only physically healthy men are employed in the kitchen. This work is considered promotion from shop work.

**6. Baths**—Baths are located in the cell house in front of the lower tier of cells. In the winter but one bath weekly is required, two in summer. Laundry and commissary men may bathe more frequently.

**7. Recreation**—An old shop building is used for recreation. The men are permitted to go to this building after 3.30 in the afternoon



if their task has been done, and on Saturday and Sunday afternoons. Baseball and volleyball are the principal sports. The recreation is financed by the interest on prisoners' funds.

**8. Entertainment**—Movies are shown Sunday afternoons during the winter months. The inmates stage occasional minstrel shows and entertainments on four holidays of the year. Loud speakers are placed in each of the cell houses and the radio is turned on in the evenings from 6.30 to 10.00.

## VI. INDUSTRIES

**1. Workshops**—The workshops are all housed in old buildings but they are adequate in number and attention has been given to both lighting and ventilation. While the construction is not up to modern factory standards working conditions are quite good.

**2. Character**—The industries are on contract with the Worthy Manufacturing Company, Chicago; Kentucky Whip and Collar Company, Eddyville; and Meyer Bridges Company, Louisville. The first of these makes shirts, the second horse collars and the third brooms.

**3. Employment**—On the day the prison was visited the 661 men were employed as follows:

Shirt factory .....	325	Maintenance .....	141
Broom factory .....	64	Incapacitated .....	9
Horse collar factory .....	112	Awaiting execution .....	10

**4. Vocational Training**—A few of the maintenance details may have some vocational value but the industries as a whole afford little opportunity for such training.

**5. Compensation**—There is no bonus system as is usually the case in contract labor. The state pays the new men five cents a day until they make their task, then ten cents to all men except the school teachers who are paid 15 cents. Men working on maintenance are paid for the same number of days as those working in the shops.

## VII. EDUCATION

**1. Library**—The library is one of the poorest in all the penal institutions. There are 1800 volumes, uncatalogued and unclassified.

The weekly circulation is about 100. There is no appropriation. No magazines are subscribed for. An inmate librarian operates a loan library of 75 books for profit. His library contains books likely to appeal to the inmates.

**2. School**—The board requires all men under 30 years of age lacking sixth grade education to attend school and provides that they will not otherwise be considered for parole. In practice little attention is paid to this rule when men come up for parole. The school, in charge of the chaplain, enrolls 185. The courses cover the first six grades. About half the pupils are in the first two grades. A few men receive individual instruction in advanced arithmetic. There are 25 inmate teachers paid five cents a day in addition to their other pay. The lower corridors of the cell blocks are used for school, rough wooden tables and benches, blackboards and lights having been placed there. School meets one hour after supper five days a week for nine months of the year.

A few men are taking correspondence courses; these are not under the educational department.

## VIII. RELIGION

**1. Chapel**—The church building in the yard is used not only for religious services but for general assembly as well. It has, however, more of the church aspect than the usual prison chapel.

**2. Chaplain**—There is a full-time chaplain.

**3. Services**—Services are held regularly each week.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men for the duties of citizenship.

## X. PAROLE

The State Board of Charities and Corrections employs four parole agents to cover the Frankfort and Eddyville institutions. From these two institutions 666 men were paroled in the last fiscal



year; 175 were from Eddyville. Of the total number 93 were declared violators. The men on parole report on a printed form, endorsed by the individual to whom they are paroled.

### XI. Cost

Gross cost for year ending 6/30/28, . . .	\$222,343.10
Earnings . . . . .	173,238.72
Net cost . . . . .	49,104.38
Gross per capita cost . . . . .	322.24
Net per capita cost . . . . .	71.17

No appropriation is made for individual institutions. An appropriation of \$1,185,000, plus cash receipts, is provided to maintain the seven institutions which come under the control of the State Board.

### COMMENT

This prison of 661 inmates has a unique location on the crown of a small hill. The wall runs around a lower level of the hill so that a view of the surrounding country and an illusion of comparative freedom are afforded. The buildings are practically all old and several are of wood. There is no plumbing in the cells. One side of the lower tiers is in a semi-basement with a battery of showers in front of them. Fortunately the cells have full-grated fronts. This is an excellent location for baths when the conditions are such that the problem of avoiding dampness is not great.

There is a separate chapel building and a separate hospital building. The commissary department is not modern but most of the equipment is good and the department is well kept. An old barn-like building has been made available for indoor recreation during bad weather. It presents a unique appearance with its dirt-and-cinder floor dotted with small homemade billiard tables. While it is crude it serves an exceedingly useful purpose and deserves commendation.

The three contract industries are housed in old buildings but the working conditions are not bad. Of the 661 inmates 501 are employed making shirts, brooms and horse collars. A little of the

work has vocational training value but the shirt shop, employing 325 men, has practically none as it is a woman's trade outside. While the pay is small it recognizes a sound principle. The institution recognizes also the justice of paying men on maintenance work.

Fifty acres of garden are operated. A farm and dairy development would appear to be more desirable than some of the industries now in operation although all the latter appear financially profitable.

There is only one small flat space in the whole enclosure but baseball and volleyball are played. The hours of outdoor recreation are sensible, prisoners being allowed in the yard after 3.30 P. M. if their task is completed, in addition to the Saturday and Sunday recreation hours.

The institution is entitled to credit for attempting to operate a school. The school program is very limited and the lower corridors of the cell block can hardly be a satisfactory place. Either the chapel or mess hall would provide better quarters. Under proper supervision they could be used even in the evening hours. Among the state agencies that might be drawn on to assist in an educational program is the State Demonstration Farm in an adjoining county. The possibility of correlating farm work and theoretical instruction is obvious. More recognition should be paid to school progress, when an individual comes up for parole.

The library is one of the poorest in all the penal institutions. No inmate should be permitted to operate a loan library for profit unless books just as good are available without charge in the prison library.

The warden has held his position continuously longer than any other prison warden in the country, as he was appointed in 1912. His experience is shown in the disciplinary methods, which are not unnecessarily rigorous. Men are fined for some offenses, a form of punishment employed by only a few prisons. In the case of men without dependents it is a fair punishment. The warden employs one interesting method: His desk is near a window on the ground level of the inner yard and prisoners may come to this window and interview him. Not many wardens allow themselves to be so freely accessible.

The program of this institution is not pronouncedly constructive but it is certainly not destructive. The lack of idleness compensates



in some measure for the rather poor living conditions. The hours allowed for outdoor exercise and even such crude facilities for indoor recreation as exist here must have a good effect on the discipline and the morale of the prison.

## KENTUCKY STATE REFORMATORY FRANKFORT, KENTUCKY

Visited March 9 & 10, 1928.

The institution was established in 1798. Part of the original cell house is still in use. When the state prison was built at Eddyville the name was changed from prison to reformatory but the intention back of the change of name has not been carried out, as the institution has continued to receive men of all ages and for all manner of offenses. It is, despite its name, one of the two state prisons of Kentucky.

### I. GROUND AND PLANT

The cell house and outer wall are constructed of stone; most of the other buildings are of brick. They vary also in age and type. Within the walls proper there are only about six acres, but an additional stockade encloses about six more. The recreation field and some of the industrial buildings are in this stockade.

1. **Housing**—There are two cell houses. In one there are 648 cells, 7 x 3.10" and 7 feet high, on six tiers, and in a later cell house, 408 cells, 7 x 4.10" and 7 feet high, also on six tiers.

A small wing has been added to the original cell house in which the punishment section is located. The cells have full-grated fronts and there are a number of windows in the walls of the cell house. Considering the age of this building there is good light and ventilation. The cells are not equipped with plumbing.

The larger cells are equipped with double-deck bunks. The smaller cells in the old cell house are equipped with but one bed. The beds have straw-filled tick, sheets, blankets and pillowcases. In addition to the cell houses there are three dormitories, two for white and one for colored men. Two of the dormitories have a capacity of 152 beds and one of 100 beds. The brick walls and wooden ceilings are painted and the wooden floors oiled. Spring beds are sup-



plied with straw-filled tick, sheets, blankets and pillowcase, and each man has a locker and a chair. At one end of the dormitory is a row of toilets and lavatories and ten shower baths. The plumbing fixtures are of good quality and a very good standard of sanitation is maintained in the dormitory.

2. **Farm**—There is no farm. A ten-acre garden is cultivated but is inadequate for the needs of the institution.

## II. ADMINISTRATION

1. **Control**—The prison is under the general control of the State Board of Charities and Corrections, composed of the following members:

Joseph E. Robinson, Lancaster, Chairman

Mrs. Robert A. Brawner, Frankfort

John P. Haswell, Louisville

C. W. Henderson, Olive Hill

Miss Linda Neville, Lexington

Curran Pope, M. D., Louisville

E. E. Shannon, Louisa

Thomas O. Turner, Murray

The members are appointed by the Governor for a four-term period, two being appointed every fourth year. They serve without pay but are allowed expenses. This board chooses the Commissioner of Public Institutions. The commissioner, with the approval of the board appoints the institution heads. The members of the board are bi-partisan.

2. **Supt.**—H. M. Beard was appointed superintendent in August, 1925, for an indefinite term of office. He had been a sheriff for eight years and also state tax commissioner.

3. **Asst. Supt.**—D. M. Young was appointed in 1925. He has had 16 years of experience as an officer in the institution.

4. **Guards**—The 70 guards, appointed by the superintendent, work seven days a week, some on eight-hour shifts and a few of them have a longer day. They are given two weeks' vacation a year aside from time lost through illness.

5. **Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$3600	quarters and maintenance
Asst. Supt. ....	2100	
Chief clerk .....	1920	
Guards .....	1080	to 1200 board and quarters supplied at rate of \$20 a month
Doctor .....	3600	
Dentist .....	Paid for work done	
Oculist .....	"	" " " "
Steward .....	1500	
Chaplain .....	1800	

There are 88 employees on the payroll.

There is no pension system.

### III. PRISONERS

**1. Population**—On the day the prison was visited there were 1649 men in the prison.

The following analysis is given of the 1249 inmates received during the year ending June 30, 1929.

#### Ages when received:

Under 20 years .....	220	30 to 39 years .....	264
20 to 24 " .....	376	40 to 49 " .....	95
25 to 29 " .....	244	50 and over .....	50

#### Nativity:

Native born .....	1240	Foreign born .....	9
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The foreign born were from three countries.

#### Race:

White .....	939	Negro .....	310
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#### Education:

Illiterate .....	267	High school .....	85
Grammar school .....	877	College .....	20

#### Sentences:

Maximum.....21 years	Minimum.....1 year	Average.....2.9 years
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Of the 1249 prisoners received, 61 were sentenced to a life term and are not considered in arriving at the average.

**Death Sentence:**—Execution in Kentucky is by electrocution, which takes place at the State Penitentiary at Eddyville.



2. **Classification**—There is no scientific system of classification.

3. **Insane**—Men adjudged insane may be transferred to the state hospital by the same legal process by which free prisoners are committed to such an institution.

4. **Women**—The 85 women prisoners occupy a cell house in a small yard adjoining the prison. A high standard of sanitation is maintained in their quarters. The yard space is very small. This section of the prison is in charge of a matron. The medical, educational and other general staff officers of the men's prison are responsible for the activities of the women's prison.

#### IV. DISCIPLINE

1. **Rules and Regulations**—There is no silence system. One letter a week is permitted to the immediate family, others by permission. Books, magazines and papers may be received direct from the publisher. Members of family may visit inmates on Sunday, either morning or afternoon; other friends for 30-minute visits during the week. Visits are held in a room off the guard room. The prison store is conducted in a small building in the yard, where purchases may be made with coupons. This store appears to handle a larger variety of foodstuffs than any other institutional store in the country. Food purchased must be taken to the kitchen if it needs cooking and eaten in the mess hall as a part of the regular meal.

2. **Punishments**—For minor offenses, loss of yard, writing and entertainment privileges is used. Fines of cash earnings may be used as a method of punishment. Money taken in this way is put into the library fund. For more serious offenses men are confined in the solitary section on a bread and water diet. During the working hours the men stand in front of their cells with one hand shackled to the cell door and the other to a post about five feet from the door.

#### V. HEALTH

1. **Hospital**—The hospital for men occupies the second and third floors of the chapel building. It has a capacity of 140 beds, divided into one ward of 100 beds and two of 20 beds each for white and

black tubercular patients. The women's hospital contains 15 beds on the second floor of the women's building. A well-equipped operating room with full X-ray equipment, a laboratory for urinalyses and blood counts, a diet kitchen serving all patients and attendants, and a first-aid and dressing room comprise the facilities.

**2. Medical Staff**—A physician and dentist serve the inmates. Twenty inmates are assigned to hospital work.

**3. Medical Examination and Care**—A physical examination including Wassermann tests, smallpox and typhoid vaccination is given on arrival. The dentist examines all new prisoners. The prison physician examines the eyes.

Tuberculosis cases are placed in the wards on the third floor. These are commodious and well ventilated, with an abundance of sunlight. Eggs and milk supplement their regular diet. Their eating utensils remain always in the wards.

Venereal cases are placed under treatment.

**4. Psychological Work**—No routine mental examinations are given.

**5. Commissary**—The kitchen is built on the third floor of the commissary building with a mess hall for the white inmates on the second and the colored prisoners on the first floor. Food is taken to the mess hall by elevators. The general sanitary condition of the commissary department is good. The men are seated on stools on both sides of the tables. White crockery dishes are used.

The bake shop in a separate section of the kitchen floor is adequately equipped. The kitchen is supplied with vegetable peelers. Both steam cookers and ranges are used and natural gas supplies the heat.

The arrangement of the commissary department on three floors is unique but appears to make easier the problem of adequate lighting and ventilation.

The same daily menu is served on corresponding days of the week. The dietary is unusually monotonous.

**6. Baths**—Two baths are given weekly in the summer and one in the winter.

**7. Recreation**—In summer an hour is given in the yard daily; in winter 15 to 30 minutes; on Sundays from 7.30 A. M. to 4.30



P. M., except during the church hour; the men are in the yard all day on holidays.

There is a baseball field in the stockade; other games can also be played. Recreation is handled to a large extent by a committee of inmates. Supplies are purchased from the prison store.

**8. Entertainment**—Movies are shown weekly and the inmates stage a show several times a year to which outsiders are admitted. Receipts from these shows go to the fund of the inmate organization. Radios with loud speakers are in each of the three dormitories and a few individual sets are owned.

## VI. INDUSTRIES

**1. Workshops**—Except the broom shop, the buildings are not up to modern factory standards but with the possible exception of the shoe shop, they afford good working conditions. The washing facilities in the old shops are a bit crude but in the later shops are satisfactory.

**2. Character**—All of the industries are on the contract basis with the following firms:

Gordon Shirt Company, Moundville, Va.

Frankfort Chair Company, Frankfort, Ky.

Hoge Montgomery Shoe Company, Frankfort, Ky.

Frankfort Broom Company, Frankfort, Ky.

The contractors pay for the light, power and steam, and have their own foremen.

**3. Employment**—On March 9, 1928, the day the prison was visited, the population of 1649 inmates was distributed as follows:

Shoe factory .....	618
Broom " .....	68
Shirt shop .....	363
Chair factory .....	211
Manufacture of institutional cloth-	
ing .....	15
Work on State Capitol .....	4
Unassigned .....	5
Sick .....	11
Under punishment .....	12
Maintenance .....	342

4. **Vocational Training**—The shoe and chair factories offer some opportunity for vocational training; the other industries have little if any.

5. **Compensation**—The law permits the payment of from five to 15 cents a day. The school teachers are paid 15 cents. The majority of the men on maintenance receive ten cents a day for a seven-day week. The men in the industries receive a bonus, the highest rate of which comes under the shirt contract. In February, 1928, \$3,831 was paid to the 600 men in this shop. In most months this runs to about \$4000.

## VII. EDUCATION

1. **Library**—A library of 7500 volumes has a circulation of 1200 to 2000 a month. There is no library appropriation. About \$100 a year is spent on magazines. The chaplain has charge.

2. **School**—Educational work is not compulsory but inmates are strongly urged to attend school. Prisoners under 30 years of age unable to read and write do not receive favorable consideration by the parole board unless they attend the night school during their confinement in the institution. The enrolment is 600 men and 70 women. There is a business course enrolling 26 men. Courses cover the eight grades and follow the state requirements as far as possible. School meets for one and one half to two hours five evenings a week for 11 months of the year. The lower corridors of the cell blocks are used, curtains being hung between classes. Tables and lights have been installed there. The chaplain, a trained school man, is the school supervisor. There are 50 inmate teachers paid five cents a day by the state and ten cents by the Mutual Welfare League. The supply of text-books is poor.

Several men are taking correspondence courses. Only a part of these are supervised by the chaplain.

## VIII. RELIGION

1. **Chapel**—The chapel, located on the ground floor under the hospital, is used for a general assembly room as well as for religious services.



2. **Chaplain**—There is a full-time chaplain.

3. **Services**—In addition to Sunday school and church services for both colored and white inmates, there is a Christian Endeavor service.

4. **Outside Agencies**—The Salvation Army holds services occasionally.

## IX. INMATE COMMUNITY ORGANIZATION

The Welfare League in this prison handles the canteen and does some welfare work, but it is not in any constructive way an inmate organization devoted to the training of the men for citizenship.

## X. PAROLE

The chairman of the board appoints a parole committee which makes parole recommendations to the Governor. During the biennial period ending June 30, 1927, 1,396 inmates were considered for parole and of this number 976 were recommended to the Governor for parole.

## XI. Cost

Gross cost for year ending 6/30/27	....\$225,651.78
Total revenue	..... 175,442.44
Net cost	..... 50,209.34
Per capita cost	..... 316.93
Per capita revenue	..... 246.41
Net per capita cost	..... 70.52

## COMMENT

This institution, while designated a reformatory, is in reality a second prison of Kentucky. It is two and one-half times as large as Eddyville and its industrial program is more extensive. The growth in population has caused a serious problem of overcrowding. An attempt to meet it has been made by quartering over 400 men in dormitories, as there are only 1056 cells for over 1600 inmates. A part of the old cell house is probably the oldest prison structure

now in use in the country; it was built in 1798. There is hardly a modern building in the whole prison plant but the upkeep is good and the general sanitary conditions are fair, in spite of the fact that there is no plumbing in the cells. The dormitories are among the best kept in all the penal institutions. The officials state that the problems usually encountered in dormitories have not presented serious difficulties here.

All the industries are on the contract basis. Kentucky stands near the head of the list in the proportion of its prisoners employed in contract industries. The industries are financially profitable and the net per capita cost to the state is low. The shoe shop and chair factory have some vocational training value, but the shirt and broom shops have little; the former is a women's industry outside. The rate of pay, as at Eddyville, is small but is properly extended to the maintenance details. It amounts to about \$50,000 a year.

Only ten acres of garden are operated. A penal farm, as advocated by the authorities, would be a desirable development supplying work for many men who are better adapted to farm work than to manufacturing industries.

While the women's quarters are not as restricted as in many institutions for men, it is almost impossible to keep the women employed and all their activities are limited. Women have no place in an institution designed primarily for men. They should be transferred to some other institution and federal "boarders" refused.

The only remnant of the inmate community organization established here some years ago under the name of the Mutual Welfare League is the M. W. L. Store and the inmate committee which handles recreation. In the store prisoners can buy food, which is cooked in the kitchen and eaten in the mess hall. The unique sign "Fresh Fish Today" was prominently displayed on the day the institution was visited. Profits from the store and from a half-dozen other sources are used for a number of worthwhile purposes: for family relief, to send inmates to funerals, to supply correspondence courses, to pay school teachers, etc. The M. W. L. fund amounts to several thousand dollars a year and is administered by a committee on which both officers and inmates serve. It is still of some value, but it is regrettable that the other activities in which the inmates' organ-



ization used to participate have been little by little taken from it. The training in citizenship which such an organization, properly directed, can give is all but lost.

Under the chaplain a real attempt is being made to conduct school work. The lower corridors of the cell blocks can hardly be satisfactory for school use and better facilities should be provided in a building easily accessible from the living quarters. The supply of textbooks is poor. It is suggested that the services of local school men on a part-time basis be secured and that a program of coordinated vocational and academic work be set up. The library should have a regular appropriation and should be made an attractive educational agency.

The population of this prison makes urgent the full-time service of a physician. Practically no corrective surgery is done, as an outside surgeon must be called in for all major operative work.

The hospital is poorly situated, being on the second and third floors of a building adjoining the power house. It is noisy and the coal dust permeates the entire department. While the tuberculosis wards are well adapted to their use, the other bed facilities comprise a large ward of 100 beds, which is entirely too large for efficient supervision and control. Effective isolation can not be maintained under these conditions.

The hospital should be removed to a more quiet location, the facilities rearranged in smaller wards, and continuous professional supervision provided.

While discipline is not uniformly rigorous, some of the punishments are of a type practically abandoned in the country at large. On the day the institution was visited a dozen men in the punishment section were "in chains," that is, standing with one hand cuffed to the cell door and the other cuffed to the post supporting the upper gallery. They remain in that position throughout the working hours for periods of five to 20 days. While under punishment they wear stripes. The whip was abolished nine years ago and the water cure about four years ago. The present administration should bring the rest of its disciplinary methods into line with the progress represented by the abandonment of these two outworn methods.

## LOUISIANA PRISON SYSTEM

Visited February 27 & 28, 1928.

The state prison at Louisiana consists of a receiving station on the outskirts of Baton Rouge, and two plantations, a large one at Angola, some 18,000 acres, and a smaller one at Monticello, 3,500 acres. The receiving station has a hospital for the prison system and quarters for a few men used in manufacturing clothing and shoes for the general prison population. The men received here are ordinarily held but a short time and then transferred to one of the plantations. While the buildings are hardly of a modern type, the whole station is well kept and adequate for its purposes.

**Administration**—Louisiana prisons are in charge of a general manager nominated by the Governor and confirmed by the Senate, for a four-year term; the position carries a \$6000 salary. H. C. Pitcher was appointed general manager in 1922, the second to hold this office.\* The general manager appoints the wardens of the prisons, creates the policy, and is responsible for the entire management of the prison system.

A. D. Bryan was appointed warden for an indefinite term of office in April 1916. He has had 16 years in the state prison service and had previously been sheriff in this state. The warden is responsible for the housing, clothing, feeding, and work of the men on the two plantations. Matters of discipline are handled by the warden and the general manager. Trustees for guard duty are selected entirely by the warden.

Each plantation is in charge of a superintendent, and each camp unit is in charge of a captain and two or more foremen, depending on the size of the camp. The captain of each unit is responsible to the superintendent and warden, both for the care of the men and for securing results in the work of the plantation.

The salaries paid are as follows:

\* Since the prison was visited, Mr. Pitcher has resigned and Clay J. Dugas has taken his place.



General manager	\$6000 and expenses
Warden	4800 and expenses
Farm supt.	3600 quarters and maintenance
Captains	1500 to 2100 quarters and maintenance
Foremen	900 to 1200 quarters and maintenance
Asst. foremen	660 to 780 quarters and maintenance
Doctor	2400 and quarters
Dentist	Fee basis
Chaplains	1800
Chaplain (part time)	600

**Camp Units**—The camps are distributed over the 18,000 acres of the Angola plantation. The men are housed in dormitories, at one end of which is located a battery of shower baths, toilets, and lavatories. In some of the units the plumbing is satisfactory, in one or two of the older ones it is old and difficult to keep in a sanitary condition. In some of the later units access is had from the dormitory to the mess hall through a large recreation room which is used for shelter on rainy days and as a recreation room during the evening hours. The units care for an average of 150 men. The cooking is done on ranges, and the kitchen and mess hall of the camps visited appeared to be in good sanitary condition and on the whole satisfactory for their purpose. The camps are lighted from a central lighting plant situated in one of the central camps. Each of the units is in charge of the captain and one or more foremen, the actual guard work being done by selected prisoners. Some of these men mount guard over the barracks at night, others, on horseback, guard the men during their working hours in the field. These trustees receive double the amount of "good time" of the regular prisoners and are paid \$2.00 a month, receivable on their discharge, conditioned on good behavior up to that time.

**Prisoners**—On February 7, 1928, there were 1687 prisoners distributed as follows:

Angola—Eight units for men	1203
Women's unit	62
Men in hospital	19
St. Gabriel road camp	152
Oakley plantation	158
Receiving station, Baton Rouge	93

The following analysis is given of the 754 prisoners received during the year 1927:

**Ages when received:**

Under 21 years .....	237	31 to 40 years .....	119
21 to 25 " .....	221	41 to 50 " .....	40
26 to 30 " .....	115	Over 50 " .....	22

**Nativity:**

Native born .....	735	Foreign born .....	19
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The foreign born were from 12 countries.

**Race:**

White .....	293	Negro .....	461
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**Education:** (Data not available)

**Sentences:** The maximum terms of those received in 1927 average approximately 4-4/5 years. The 45 life-sentence men are not included in this average.

**Insane**—Insane inmates are transferred to the State Hospital for Criminal Insane at Jackson, Louisiana.

**Discipline**—There is no silence system nor restriction on smoking or letter writing. Magazines, books and newspapers may be ordered or sent in by relatives. The men are permitted to draw out one or two dollars a week cash and spend it at the prison store. Loss of "good time" may be used as a punishment, but the chief method of discipline is the use of the strap, six being the usual number of blows, but 12 or 15 may be given at one time. This matter rests in the hands of the captain of each unit who is empowered to administer such discipline as he thinks best. He is required, however, to report in writing the number of blows given to each man. Men who attempt to escape lose all of the "good time" earned up to the time of escape. In cases of aggravated assault men are taken to court and tried, and when found guilty given additional sentences.

**Industries**—The chief product of the plantation is sugar cane. The cultivation of this crop is the major industry, and this, together with the building of levees, running of the sugar refinery for part of the year, and construction details, provides work for all the men. The industrial distribution of the 1687 prisoners on February 7, 1928, was as follows:



Angola—Quarters "A" (colored).....	156	men.	Agricultural work
" "B" ( white ).....	120	"	" "
" "C" (colored).....	194	"	" "
" "D" (white & colored).....	62	women.	Sewing and laundry work
" "E" ( white ).....	177	men.	Agricultural work
" "F" (colored).....	179	"	" "
" "G" ( white ).....	132	"	Construction and refinery work
" "H" (colored).....	106	"	Ditching
" "I" (colored).....	139	"	Ditching
C & C Hospital (white and colored) ..	19	"	Trucking
St. Gabriel (colored) .....	152	"	Road work
Oakley (colored) .....	158	"	Agricultural work
Baton Rouge			
Receiving Station (white & colored)...	93	"	Shoemaking and tailoring

There is no pay for work done.

**Health**—The medical work of the plantation is in charge of a resident physician who visits the various camps and attends to the minor illnesses. The hospital at the prison in Baton Rouge is used for seriously ill and injured men who are transferred from the prison farm, also for those who are committed to prison in need of medical care. The hospital comprises two wards of 20 beds each, an operating room for major surgery, X-ray equipment with fluoroscope, and a laboratory where bacteriological, chemical and other clinical analyses are made. Meals are served from the general kitchen.

A part-time physician is in charge of the hospital work. A dentist and oculist attend on call. Four inmates serve as attendants.

All men committed to prison are sent first to the receiving prison. Physical examinations are not made routinely. Only on complaint are services of any kind rendered to inmates. Wassermann tests are made only on suspected cases. Tuberculosis inmates are transferred to the prison farm. There is no mental examination.

**Recreation**—A baseball league between the units provides recreation for a limited number of men. The cost of the equipment is borne by the state. A few of the units have pianos and two of them have radio outfits donated by friends.

**Religion**—There is a full-time and a part-time chaplain serving the various camps or units. Attendance at religious services is compulsory.

**Parole**—Parole is in the hands of a board of three, appointed by the Governor. They serve four-year terms and receive no pay except a per diem allowance for expenses. This board employs a parole officer to handle the clerical work and supervise as far as possible the men throughout the state. In the year 1927, 202 were paroled, 16 returned for violation of parole and six others declared violators but not apprehended. The parole officers try to visit the men on parole at least four times a year regularly and make additional visits when it seems necessary.

**Cost**—Exact data on the cost were not available, but during the past four years the prison paid \$100,000 of bonded indebtedness on the plantation, and spent \$338,000 on other improvements. It was stated that floods seriously affected the earnings of the plantations.

### COMMENT

The Louisiana prison system is most comparable to that of Mississippi. The prison at Baton Rouge is merely a receiving station and the center for some medical work. The main body of the population is kept at Angola where the men are distributed in comparatively small housing units scattered over the plantation.

Most of these show signs of careful planning and provide adequate living quarters which can be kept up to a proper standard of sanitation with little difficulty. The provision of a large room, situated between the sleeping quarters and the commissary department for recreation purposes and shelter during inclement weather, is a good feature. Of the various units visited only one was in an unsatisfactory sanitary condition and this still showed the effects of a flood of a few months previous. Seven of the housing units are built of brick, so that the fire hazard is greatly reduced. In view of the experience of other states, new units should be constructed of this type of material and the wooden buildings of the other units should be replaced as rapidly as possible.



The erection of a substantial house for the superintendent is part of a building policy which will prove economical in the long run.

The prisoners live under much more normal conditions here than in great prison plants. The long hours for work give little time for recreation during the week but games are promoted on Saturdays and Sundays. Officers' teams play teams made up of inmates, which indicates a proper spirit in the administration and a recognition of the value of recreation in the development of a sound morale. Pianos and other musical instruments are supplied in some of the units. This tends also to reduce the monotony and is an indication of the attitude of the administration. Each unit on the plantation has its own baseball team and games are played between the various units.

The use of inmates for guards found here exists elsewhere only in Florida, Mississippi and Arkansas. Armed trustees are used as guards both around the quarters and in the fields during the working hours. Obviously this results in a large saving for the state; it is equally clear that it has in it definite possibilities of abuse. The inmate guards live in separate quarters, receive better food, double the ordinary "good time," and some pay. Officials state that they get better types of men as guards on this basis than by paying the usual wage to civilians. The system, it is said, does not create bad feelings between the guards and the men under them. It has sometimes been charged that guards have shot prisoners in order to receive consideration for pardon but there seems to be little or no basis for this claim. When such a system is given adequate supervision its manifest dangers may not materialize. While it is not to be judged arbitrarily or theoretically, the dangers of this practice are so obvious that a very heavy burden of proof rests on the defense of the system. Only a searching study would supply sufficient data to justify a final judgment for or against the system.

The major punishment employed is the use of the lash, a type of punishment open to grave abuse. The restrictions set up to avoid the abuse do not appear as effective as those employed in Alabama. Here the captain in charge of each section is authorized to give the punishment but must report to the warden, who in turn reports to

the state manager. In Alabama written permission must be secured from the state officials and the punishment is administered in the presence of the prison inspector or a member of the prison commission. Under the management in force at the time the prison was visited it did not appear likely that there would be extensive use of this form of punishment. In general, discipline may be said to be fairly easy as long as the prisoner does his work and behaves himself, but punishment is quick and drastic when offenses are committed. Striped clothing, which has been discarded in all but a few states, is still worn here.

In view of the high degree of illiteracy prevailing among the inmates, courses in elementary education at least should be attempted during the months of the year when the hours of work in the field are reduced. The cooperation of the state university should be secured in surveying the field and formulating a program.

Greater attention should be given to first-aid treatment even of minor cuts and scratches, as the records at Baton Rouge indicate a disproportionate number of men sent in from the plantation with rather serious infections, many of which could have been avoided if treated in time.

The provisions for parole appear on the whole to be more adequate than in many of the nearby states. A full-time parole officer and one or more field workers are responsible for the clerical and field work in connection with parole. The records show that since 1916 only 11 per cent of those paroled have been declared violators and that of the 11 per cent, six per cent were actual violators and the rest only technically so.

In conclusion, the good points of this penal system should not be underestimated because of the elements in it which are unusual. Prisoners are given steady employment at work to which many of them are accustomed. Their living quarters on the whole are decent and the system of discipline is not unduly repressive, although there is little if anything of a definitely constructive nature in the methods of handling the inmates.



## REFORMATORY FOR WOMEN

### SKOWHEGAN, MAINE

Visited November 9, 1928.

The Maine State Reformatory for Women was established in 1916. Its function is to care for the type of women prisoners usually committed to such institutions, but in actual practice practically all of the women sentenced for felonies in Maine are sent here, and the ages of the inmates have ranged from 17 to 86. An occasional woman is sentenced to the state prison and the women's section there has been in effect a disciplinary section for the reformatory, as the law permits the trustees to transfer to the prison women who are considered too difficult to handle at the reformatory. Those who have escaped have sometimes been transferred under this provision. It was with the purpose of caring for such disciplinary cases without transferring them that the new detention building was recently built.

The population of the reformatory is usually just under 100, although it has in the past risen above that figure. The plant is situated on a 200-acre tract of land on which stands a main building of brick, two wooden cottages, a building used as the administration office and home of the superintendent, a set of barns, and the detention building.

About 60 acres of the land are under cultivation and farm and dairy work constitute a major part of the employment program. There are no organized industries, although a sewing room employs about 20 women making goods for the reformatory itself and doing some work for other state institutions. Most of the women are employed in the work of the institution. This is not definitely organized to provide vocational training, but much training is given incidentally, as in the other activities of the institution.

The buildings in general are in good condition and are well kept up. The main building provides satisfactory living quarters for

most of the women and contains the chapel, sewing room, etc. One of the two wooden cottages which flank it on either side houses about 15 women. The second is used for the babies, of whom there are over thirty, and for those mothers who must be with their children. This building is badly overcrowded and was not designed for the purpose for which it is now used. The number of children on each of the sleeping porches is larger than is advisable and the rooms are very often crowded beyond the standard demanded for the proper care of either the mothers or the children. This building should be restored to use for the quartering of the inmates who now tax the capacity of the other buildings, and a new building for use as a nursery and maternity building should be provided, if children are to be kept at the institution.

The new detention building makes possible the abandonment of the very undesirable practice of transferring difficult cases to the state prison. The building is something of a monstrosity inside, however, resembling the punishment section of a men's prison. Nearly half of the building is taken up by six rooms with solid doors and barred outside windows. These are used for the punishment of serious cases; the more usual punishment is locking the inmate in her own room. It is probable that under good management there will never be need of more punishment or isolation rooms than the six now available. The remainder of the building, which has not yet been finished, should be devoted to some other purpose. With a separate entrance it could be used for a variety of purposes.

The system of discipline is not over-rigorous and a decent amount of recreation is allowed. A silence rule is enforced in the dining room except on Sunday evenings. This is a questionable rule, although similar rules, curiously, are in force in several other reformatories for women in spite of the fact that they have been given up in so many of the prisons for men.

There is no organized educational work and the program does not aim as definitely at vocational education as that of the reformatories of Massachusetts, New York and Pennsylvania, for example. There does not appear to be sufficient work to keep all the inmates employed, although the maintenance work is conducted in such a way as to keep most of them reasonably busy. It is suggested that



the officials make a study of the Massachusetts Reformatory for Women from the standpoint of industries, educational work, study of the individual by trained psychologists, and general program.

There is a Board of Trustees of five members appointed by the Governor. They receive a per diem fee of \$5.00 and expenses when on state business. The superintendent is Mrs. Mary W. Libby, appointed in October 1923. She receives a salary of \$1650 and maintenance.

## STATE REFORMATORY FOR MEN

### SOUTH WINDHAM, MAINE

Visited November 18, 1927.

The Maine State Reformatory for Men is an unwallled institution occupying an excellent farm 325 acres in extent in the town of South Windham, about 11 miles from Portland. The main institutional building is of brick. The farm buildings and brick plant are situated on the farm but at some distance from the main building. Cottages and quarters for officers are provided in institutional buildings.

The institution was established in 1919 to receive offenders between the ages of 16 and 36. The sentences are indeterminate. It has been the policy of the trustees, who act as the parole board, to release inmates on parole at the expiration of a year, provided their conduct has been satisfactory and they are not former parole violators. The trustees were formerly empowered to transfer refractory inmates to the state prison and to return them to the reformatory at will. This wise and useful prerogative, which made possible a desirable adjustment of cases for which confinement in the Reformatory did not seem best, was taken from the trustees a few years ago and transfer can now be effected only by court process and recommitment.

At the time the institution was visited the number of inmates was 70. It has since risen to 105; a maximum of 130 can be cared for since the completion of the new main buildings.

The control is vested in a Board of Trustees of five members, who are appointed by the Governor for terms of six years, their terms expiring in rotation. They receive a per diem allowance of \$5.00 a day when on official business, and traveling expenses. The board meets monthly and exercises close supervision not only over matters of policy but over many details of administration. The board appoints the superintendent and unofficially approves his major appointments to the staff.



The chief officers of the institution are the superintendent, Elmer B. Pratt, who is paid \$2500; the assistant superintendent, Preston F. Welsh who receives \$1500; the parole officer, E. C. Pratt who also acts as morale officer and receives \$1500; and the head farmer. All of these officers receive quarters and maintenance. A local doctor serves as the reformatory physician, receiving a house and \$750 a year. A South Windham minister serves as chaplain at \$5.00 a Sunday. The head brickmaker receives \$40 a week, five junior instructors \$900 a year with quarters and part maintenance, and four senior instructors \$1200 a year with the same allowances. The other employees are a sewing matron who is also responsible for the supervision of the officer's mess, a watchman, and a bookkeeper.

Since its establishment the institution has suffered from two fires, each of which destroyed wooden buildings in which the prisoners were housed. In the spring of 1928 a new main building, constructed by inmate labor of brick made at the reformatory, was completed and it now houses the prisoners and the administrative offices. The first group of farm buildings, which are some distance from the main building, still stand and are in excellent condition. They also were built with inmate labor and are well designed and constructed.

The main building was constructed at a cost of \$43,000 and represents a saving of nearly \$50,000 on contractors' estimates. It is four stories in height counting a semi-basement, and provides ample room for 100 inmates, with a recreation room in the semi-basement, a schoolroom and a chapel on the third floor, and a large dormitory on the top floor. The construction is fairly rough but the quarters are adequate. Because of the location of the building on a ridge the lighting and ventilation are especially good. There are no cells except a half-dozen used for punishment.

The main work of the institution is farm work. General crops are raised and a dairy, poultry plant and piggery are maintained. The farm is well run and offers beneficial employment under competent direction to a large proportion of the men. An excellent brick-yard is operated and on at least one occasion brick has been manufactured for another state institution. The brick plant employs

a limited number of men but affords useful training in a trade at which they can find employment in several nearby Maine cities. The construction of all the buildings has been used as a means of giving vocational instruction to the inmates, as most of the officers are instructors in the building trades. The chief need of the institution is for an industry to give employment to those men for whom there is not enough work now and those who cannot well be used on outside work. During the winter months such an industry is especially needed; many of the inmates now spend several months of the year in semi-idleness. This difficulty is soon to be corrected: the legislature has appropriated funds for an industrial building and its construction has begun. It will provide for a wood-working shop, laundry, cannery and garage. The legislature should also provide a moderate wage for the inmates; Maine is one of the few states that do not make such provision. The experience of those states which have a wage system is the best argument for its establishment.

Since the appointment as morale officer of a man who had had years of experience in lumber camps as a Y.M.C.A. worker, activities designed to promote the welfare and improve the morale of the inmates have been carried on with excellent results. His work has been handicapped by lack of suitable quarters and still suffers from insufficient funds. Athletics, indoor recreation, religious work, and a night school for the more backward inmates are carried on. There is need of an adequate library supported by an annual appropriation and of funds to employ outside teachers on a part-time basis for a more extensive school program.

The morale of the inmate body in general is good, and the chief disciplinary difficulties arise from escapes, which are fairly frequent because of the conditions under which the men work. It is certain, however, that the state gains in the long run from allowing the inmates to live and work under nearly normal conditions, even if a number of escapes occur. Against such things good morale is a more effective guard than walls and bars. There was at one time in this reformatory a successful inmate community organization which could profitably be revived under the direction of the present morale officer. Such an organization would give the training



in the responsibilities of citizenship which inmates of reformatory age particularly need.

With the completion of the new main building and the assurance of an industrial building the reformatory should take a new lease of life. It has possibilities of great usefulness to the state in the reclamation of its inmates, few of whom have serious criminal records and many of whom go back to communities where the chances of successful completion of parole are greater than in large industrial centers.

## STATE PRISON THOMASTON, MAINE

Visited November 19, 1927.

The Maine State Prison is located on the main street of Thomaston, a small coast town in Knox County. The town is not centrally located in the state, but has rail and water connections. The prison dates from 1824 but the last of the old buildings were destroyed by fire in 1923 and replaced by modern ones. Practically all of the present prison plant has been built since 1921.

### I. GROUND AND PLANT

The warden's house, a brick dwelling with attractive grounds, stands in front of the administration building, which is flanked by two cell houses. Separated from the cell houses by a narrow yard, grassed and well kept, are the shops and commissary building, which are built on the edge of two sides of the quarry. On a lower level is the power house. The schoolroom, chapel and library are under the administration building. Stables, garages, and storehouses lie just outside the wall. The whole arrangement is convenient, although somewhat cramped by the abandoned quarry which occupies a large part of the space in the prison enclosure. It has been partially filled in and is used as a recreation ground. A stone wall encloses about eight acres of land.

**1. Housing**—There are two modern cell houses, the east wing built in 1921 and the west wing in 1923 and 1924. The cells are steel and of the Auburn type. Each cell has running cold water, a washbowl and toilet and an electric light. The cell fronts are full-grated and ventilation is satisfactory, although the windows in the back wall of the west cell house are smaller than is usual in modern cell houses. The cells are well painted and are kept up to a satisfactory sanitary standard.

In part of the east wing there are three tiers and in part four.



There are 218 cells in the two blocks, each 7 x 6 and 6.6" high. Beds are equipped with straw mattress, blankets, sheets and pillow case. Lifers are given spring beds; others have strap-iron beds. Night clothing is provided. At the end of the west wing is a "solitary" section of six standard cells, well lighted and ventilated and with standard equipment. Above it is a small dormitory, used only when there is an excess population.

The galleries in the cell blocks are barred and are unusually wide. During the winter months the inmates are given the freedom of the galleries for nearly three hours a day.

**2. Farms**—The prison farm, located about three miles from the prison, includes 418 acres, 30 of which are under cultivation for produce and 68 in pasture land. Seven men are employed here. Varied produce is raised for the prison and cattle and hogs are kept. Most of the vegetables and milk is used in the prison; very little is sold.

## II. ADMINISTRATION

**1. Control**—The Prison Commission is composed of three members, appointed by the Governor and confirmed by the Executive Council for five-year terms. Their terms expire in rotation. They have a close working relation with the prison. The present commission is composed as follows: Henry H. Hastings, Bethel, Chairman; Phineas Gay, Newcastle; Alvra W. Gregory, Rockland.

The only remuneration is \$5.00 per day and expenses, when on prison business.

**2. Warden**—Major George A. Buker was appointed May 1, 1927. He has been a business man and has served in the State Legislature. He has been in the National Guard since the Spanish War.

**3. Deputy**—Lawrence J. Colgan was appointed July 1, 1921, after a few months as captain of the guard. He was formerly a police inspector in Bath and city marshal of Augusta.

**4. Guards**—There are 14 guards, five of whom are on duty at night. All officers are appointed by the warden without Civil Service examination. They work 12 hours a day, have two days off each week and one week's vacation a year. They are not supplied with quarters or uniforms; four of them receive their noon meal.

### 5. Salaries and Pensions—The salaries paid are as follows:

Warden .....	\$3000	quarters and part maintenance
Deputy .....	2250	
Chief clerk .....	1800	
Guards .....	1196	
Doctor (part time) .....	500	
Dentist (part time) .....	500	
Shop foreman .....	1768	
Farm supt. ....	1768	
Steward .....	1768	
Cook .....	1560	
Educational director (part time) ..	500	
Chaplains .....	10	per Sunday
Parole officer .....	1800	

Employees are pensioned on half-pay at 60, after 25 years. If disabled in the service they are pensioned on half-pay.

## III. PRISONERS

1. **Population**—An analysis of the prisoners received during the year ending June 30, 1927, is as follows:

**Ages when received:** (Data not supplied.)

**Nativity:** (Data not supplied.)

**Race:**

White..... 197      Negro..... 3      Other races..... 1

**Education:** (Data not supplied.)

**Sentences:** (Data not supplied.)

Capital punishment was abolished in Maine in 1887.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—Prisoners adjudged insane by a board of three, appointed by the Municipal Judge of Rockland, are immediately transferred to the state insane hospital at Augusta.

4. **Women**—The women's section, consisting of a living-room, kitchen, bathroom, and seven individual rooms, is on the top floor of the administration building. There are three women prisoners. They are partially employed repairing clothing. The warden's wife acts as matron.



#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules are comparatively simple, and not repressive in nature. Talking is permitted at all times except in marching formation. Smoking is permitted in the cell block, on the recreation field, and on a few of the maintenance details. There is an allowance of 15 cents a week in tobacco or stamps. No restriction is placed on the number of letters that may be written or received or on the receipt of magazines and newspapers. Visitors may be received on Tuesday and Friday from 2.00 to 4.00 P.M. Visits are held in the guard room under the observation of an officer. Prisoners and visitors sit on opposite sides of the table. Prisoners may purchase from their own funds from the prison commissary or from the outside through the commissary.

**2. Punishments**—The only punishment used is solitary confinement on bread and water for periods seldom exceeding ten days. The solitary cells are of standard type, light and well ventilated and with running water and full toilet facilities. Punishment in "solitary" also carries with it a loss of "good time," which amounts to a 30-day extension of sentence, as the parole board defers action by at least that period for each punishment.

The prisoners as a community are organized into a "Welfare and Honor League" which cooperates with the officials to a limited extent in maintaining discipline.\*

#### V. HEALTH

**1. Hospital**—The hospital is located on the second floor and has a capacity of eight beds. Facilities are available for major surgery. There is no X-ray equipment or laboratory facilities. Meals are served from the general kitchen immediately below.

**2. Medical Staff**—The hospital is in charge of a prison guard. A physician visits the hospital as needed. Two inmates are assigned as attendants.

**3. Medical Examination and Care**—Each incoming prisoner is given a physical examination with Wassermann tests and dental

\* In June 1928, the Welfare and Honor League was suspended indefinitely.

and eye examinations. The dentist spends one-half day weekly at the prison. Venereal disease treatment is given when indicated. Tuberculous inmates are hospitalized and given a special diet of eggs and milk.

**4. Psychological Work**—There is no routine work.

**5. Commissary**—The kitchen, storerooms, bakery and mess hall are modern and a good sanitary standard is maintained. At meals the prisoners sit facing each other and may talk freely. The tables are covered with oilcloth and agate tableware is used. A small vegetable garden supplies green vegetables during the summer months. Fruit is served daily. As most of the food is purchased locally, a good variety is easily obtained. The food is not rationed.

**6. Baths**—The bath house, located under the commissary department, has eight shower baths. The regular schedule is one bath a week, but cooks, firemen, coal gangs, etc. may bathe at will.

**7. Recreation**—During the summer months the inmates are allowed in the yard in the morning and at noon for half an hour, all Saturday afternoon, Sunday from 10.00 A.M. on, and on holidays all day. The baseball team plays outside teams and the baseball men are allowed to practise after supper four days a week. There is also a baseball league of inside teams. Other sports include volleyball, handball and boxing.

During the winter months the inmates are given the freedom of their galleries for  $\frac{1}{2}$  hour after breakfast,  $\frac{3}{4}$  of an hour at noon and  $1\frac{1}{2}$  hours after supper.

**7. Entertainment**—Moving pictures are shown in the mess hall on Sunday afternoons and holidays. Several outside entertainments are provided each year. The inmates have not put on shows though there is no ruling against it. There is a central radio station wired to each cell for ear phones. It is tuned in until 11.00 P.M. and is in charge of an inmate.

## VI. INDUSTRIES

**1. Workshops**—The shops are of brick, with wooden floors. They are modern, well lighted and ventilated, and working conditions compare favorably with those of outside shops.



**2. Character**—The industries are the manufacture of wagons, carriages, sleighs, harnesses and work shirts. The shirt shop alone is on the contract basis with the East Coast Manufacturing Company. It was signed in September, 1927, for a term of two years, the company having the renewal option for four additional years.

The contract broom shop was recently closed down. During the summer months about 50 men are employed on road work.

**3. Employment**—On November 19, 1927, the day the prison was visited, the 190 inmates were assigned as follows:

Carriage shops (including sleighs, wheelbarrows, etc.)	30	Farm	7
Harness shop	32	Idle	15
Shirt shop	37	Sick, etc.	9
		Maintenance	60

**4. Vocational Training**—The carriage shops and the paint shops connected with them have considerable vocational training value as have the harness shop and road work. The shirt shop has almost none.

**5. Compensation**—The state law forbids any compensation.

## VII. EDUCATION

**1. Library**—There is a fair library of 3300 volumes in a room between the chapel and schoolroom. The weekly circulation is about 100. The books were acquired by gift following an appeal made by the Governor after the prison was destroyed by fire several years ago. There is no regular appropriation.

**2. School**—The principal of the local high school instructs any prisoners who desire it two evenings a week for one hour. The enrolment is seldom over ten and at present is only three. A schoolroom, under the cell house, has a capacity of 40, if fully furnished. A few men take correspondence courses, but they are not under the educational department.

## VIII. RELIGION

**1. Chapel**—The chapel is on ground level under the guard room, conveniently located between the two cell houses. Its religious at-

mosphere is somewhat defeated by screen bars which close off the rear. In size it is adequate for the prison population.

2. **Chaplains**—There are no longer regularly assigned chaplains; visiting clergymen conduct services.

3. **Services**—Protestant services are held three Sundays a month and Catholic services once. Attendance is compulsory.

4. **Outside Agencies**—The Salvation Army occasionally holds services.

## IX. INMATE COMMUNITY ORGANIZATION

In September, 1924, the prisoners were allowed to organize a "Welfare and Honor League," an inmate community organization designed to give the prisoners some training in the responsibilities of citizenship. At annual elections the prisoners elect a board of governors of five members, at least one, and not more than three, of whom must be serving a life term. The list of candidates for this board must be approved by the warden. The governors select a number of monitors. The governors and monitors assist in discipline on the recreation field, at the moving pictures, in the cell blocks and in marching formation. They have practically full charge of discipline in the mess hall, one monitor sitting at each table. The governors appoint a prisoner "representative," who must be present and has the right to speak whenever the warden or deputy hears a disciplinary case. The governors may also be present but are without right to speak.

During the past three years this system has apparently worked well, producing better discipline and an improved morale. While the functions granted are limited, the organization represents the hopeful beginning of a system of community responsibility.\*

## X. PAROLE

The Prison Commission acts as a state parole board and there is a state parole officer who keeps constantly in touch with the men on parole. The number of men paroled in the year ending June 30,

\* In June, 1928, the Welfare and Honor League was indefinitely suspended.



1927, was 87. Twelve men were declared violators and seven returned.

#### XI. Cost

Gross cost for year ending 6/30/27 . . . .	\$197,033.14
Earnings . . . . .	101,579.20
Net cost . . . . .	95,453.94
Gross per capita cost . . . . .	16.88
Net per capita cost . . . . .	8.18

#### COMMENT

Since the publication of the last Handbook in 1926 there has been no change in the physical plant, except the rearrangement of shops necessitated by a change of industries. The plant is modern and is well kept. The accessibility of the library, chapel and school-room from the cell houses and administration building is a noteworthy feature. It would be desirable to have the bath house similarly accessible, in order that the evening hours could be used for baths and a more liberal bath schedule conveniently maintained. The main ward of the hospital is especially cheerful, the unbarred windows affording a view of the country and the river.

The quarry which occupies the space directly back of the shops is still an eye-sore, but its walls have been blasted away and its bottom filled in until it makes a quite satisfactory recreation field during the summer months.

The population, which increased to nearly 40 per cent above normal in 1925, returned in 1927 to 190, a normal figure. There is now no overcrowding and all men can be quartered in cells.

The morale of the inmates is good and the disciplinary methods appear to be intelligent and sympathetic. Only one punishment, solitary confinement, is used. The punishment cells do not differ from the other cells and the period of confinement is usually short. This punishment seems to be effective, but it is probable that this prison would find it more effective to supplement it with other types, including the loss of yard or entertainment privileges, as other prisons do.\*

\* Since the prison was visited these forms of punishment have been put into use.

The Welfare and Honor League, the inmate community organization, has been an effective aid in discipline and in the maintenance of a satisfactory morale. Only the beginnings of real inmate community responsibility have been attempted, but the organization has been given responsibility for good conduct on the recreation field, in the mess hall and on the galleries, and has been granted representation at all hearings of disciplinary cases. There is no reason to believe that under careful supervision it could not be allowed to exercise the function which was once allowed it for a short period, that of holding preliminary hearings and investigations in disciplinary cases, to be reviewed later by the warden and deputy. A real test of the League occurred in 1925, when the prison was for a time undermanned because of the suspension of 16 guards. During this period the League cooperated with the officials to the fullest extent, operating the shops without guards and maintaining excellent discipline throughout the prison. It appears to have demonstrated, since its establishment in 1924, its possibilities as an agency for training in responsible citizenship.

The educational work is still negligible in quantity and accomplishment. It is under the direction of a trained school man, the principal of the Thomaston High School, but little has been done to stimulate an interest in either academic or vocational education.

The women prisoners, at present only three in number, should be cared for at the State Reformatory for Women. Their quarters are good but their life is restricted to an undesirable degree. There is no full-time matron. It is a sound principle, now generally recognized, that women prisoners should not be confined in an institution designed primarily for men. The law recently passed in Pennsylvania, which sends all women committed for one year or more to the State Industrial Home for Women, might well be copied by Maine.

The industrial situation, so far as idleness is concerned, is better now than it has been for some time. This is largely due to the return of the population to normal figures. The harness, carriage and sleigh shops, which manufacture for sale on the open market, are still in operation and appear likely to find a steady market for a limited output. These shops have vocational training value. The contract broom shop has been closed. A new contract shop, for the manufac-



ture of work shirts, was opened in the fall of 1927 over the vigorous protests of manufacturers and the State Chamber of Commerce. This industry has almost no vocational value, the industry being a woman's trade outside, and it is particularly ill-suited to a prison like Thomaston, a large number of whose inmates come from outdoor occupations. Its only justification is that it is better than idleness. The state law permits only 20 per cent of the population to be employed in any one industry.

Maine is one of the few states that do not permit the payment of any wage to the prisoners. The desirability of a reasonable wage is now recognized, its value having been demonstrated by those prisons whose industries are profitable. In contract shirt shops especially payment on a piece-work or bonus basis has been found necessary to keep up production.

State prisoners have been used in road construction for two seasons with success. About 40 men are so employed during the summer months. Administrative difficulties arise when the road gangs return to the prison in the fall, the problem of absorbing 20 per cent of the population in the industries being a difficult one. It will be necessary to add an industry to care for this number. The suggestion that an industry making hardwood products would be desirable is worthy of study, as Maine has been promoting its hardwood industries. The New Hampshire prison offers an example of such an industry.

NOTE: The virtual abolition of the Welfare and Honor League since the prison was visited marks the end of one of the few constructive experiments in the history of this prison. It is stated officially that it was suspended on the suggestion of the "better element of the inmates." When such a movement loses favor with the really better element, it is evidence that it was improperly or insufficiently guided and supervised by the officials. At Thomaston the Prison Commission, in contrast with the previous one, has a tendency to become reactionary.

## MARYLAND PENITENTIARY BALTIMORE, MARYLAND

Visited December 7, 1927.

The Maryland State Prison is located in Baltimore and is now entirely surrounded by the city. The main buildings form a rather impressive architectural group, but the space within the prison is entirely too small.

### I. GROUND AND PLANT

The stone administration building, with cell blocks on either side, is the dominant feature of the institution. The walls extending from the end of the cell blocks enclose about five acres which are largely taken up by workshops and other prison buildings.

1. **Housing**—Two cell houses, in one of which there are 540 and in the other 280 cells, are arranged on five tiers. In a third cell house, only one side of which has been built, there are 130 cells. The cells, 5.6" x 9 and 8 feet high, are constructed of steel, and have a full-grated front which, with the large windows in the cell house, aids in the problem of light and ventilation. The plumbing throughout is crude in design and difficult, if not impossible, to keep in good condition, and because of construction almost impossible to replace.

2. **Farm**—There is no farm. Farm products are supplied by the Jessups institution.

### II. ADMINISTRATION

1. **Control**—The institution is under the general control of the Board of Welfare, the chairman of which is also Director of Welfare. The board consists of eight members:

Stuart S. Janney, Chairman	Dr. Lewellys F. Barker
Robert D. Case, Secy. and Treas.	Mrs. William J. Brown
John T. Daily	Dr. Charles R. Austrian
Mrs. Frank R. Kent	Dr. Frederick H. Vinup



The members of this board are appointed for terms of four and six years, only the chairman receiving a salary, \$4000 a year. In addition to appointing the warden this board makes all contracts for the prison industries.

**2. Warden**—Patrick J. Brady was appointed on June 1, 1925. He had been deputy for 4½ years and had about five years' experience as a guard.

**3. Deputy**—William P. Kennedy was appointed deputy in June 1925. He had had seven years' experience in this institution as a guard.

**4. Guards**—There are 71 guards appointed by the warden under Civil Service, but in this state they are removable by the warden. The guards work in shifts running from eight to eleven hours a day, with a day off every other week and ten days' vacation a year.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5000 and quarters
Deputy .....	2400 " "
Guards .....	1500 to 1750 and one meal daily
Chief clerk .....	4000
Doctor .....	1500
Dentist .....	3000
Oculist .....	1000
Trained nurse .....	1500
Shop foremen .....	2800 to 3000
Cook .....	1750
Social worker .....	1500
Chaplain .....	1000
Chaplain (part time) .....	350

The state law provides for retirement with pension after 20 years, or upon reaching the age of 65.

### III. PRISONERS

**1. Population**—On December 6, 1927, there were 1072 prisoners. The analysis of the 1029 prisoners received during the year ending Sept. 30, 1927, is as follows:

#### Ages when received:

Under 20 years .....	125	31 to 40 years .....	222
20 to 25 " .....	337	41 to 50 " .....	67
26 to 30 " .....	233	Over 50 " .....	43

**Nativity:**

Native born ..... 980      Foreign born ..... 49

The foreign born were from 18 countries.

**Race:**

White ..... 444      Negro ..... 585

**Education:**

Illiterate ..... 156      Read and write ..... 873

**Sentences:** All sentences are Determinate.

Under 5 years .....	329
Bet. 5 and 10 years .....	432
“ 11 and 20 “ .....	143
“ 21 and 30 “ .....	12
“ 31 and 40 “ .....	2
Life .....	110
Death sentence .....	1

The death penalty is carried out by hanging. One man was executed during the year 1927.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—The men adjudged insane by a lunacy commission may be transferred to one of the state hospitals. Lack of adequate facilities there prevent the transfer of some of the men. When mildly affected they are treated in the prison hospital.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence system. Little restriction is placed on the number of letters which may be written. Magazines, books and newspapers may be received direct from publishers. Smoking is permitted in the cells, in the mess hall after the noon meal and in the yard at certain designated spots. After the first month two 30-minute visits a month are permitted; visits of an hour are permitted those coming from out of the city. Tobacco, cigars and other articles may be purchased in the institution commissary.

**2. Punishments**—For lesser offenses the punishment consists of reduction in grade and loss of privileges. For more serious offenses the men are assigned to “C” cell house on a bread and coffee diet.



## V. HEALTH

**1. Hospital**—A separate building four stories in height and formerly the warden's residence, is used for the hospital. It has a capacity of 42 beds divided into two wards of 20 beds each and two rooms of one bed each. A large balcony around the top story is used for tuberculous and convalescent cases. A well-equipped operating room is used for major surgery. A portable X-ray equipment, a laboratory, and diet kitchen are also provided. In one room are six steel cells where patients needing restraint may be held.

**2. Medical Staff**—A full-time physician is in charge of the hospital. A fourth-year medical student lives in the hospital and attends to night calls. A full-time trained woman nurse is also on duty. Three dentists visit the prison on alternate days, and an oculist one-half day each week. In addition 11 inmates are assigned to hospital duty.

**3. Medical Examination and Care**—All incoming prisoners are given a physical examination including Wassermann tests, dental survey, and vision tests. Inmates with dental and eye defects are required to have them attended to.

Tuberculous inmates, if bedfast, are confined to the hospital. Ambulatory cases sleep in the best cells in the cell block, and during the day spend their time with the incapacitated squad in a large, light, airy room on top of the power house. They are supplied with a special diet including eggs and milk. Venereal cases are placed under treatment.

**4. Psychological Work**—No routine mental examinations are made.

**5. Commissary**—The commissary department occupies a one-story building in the yard. The mess hall is well lighted and ventilated. Separate tables are provided for white and colored inmates. The red composition floor is easily kept clean and is a marked improvement over the usual concrete floor. Both the kitchen and bakery walls are covered with glazed tiles up to about six feet. The equipment throughout is satisfactory and a high standard of sanitation is maintained. The vegetable rooms and some of the storerooms in the basement are not nearly so satisfactory, however. The dietary is

varied and well adapted to the inmates' needs. Fruit is served semi-weekly. With the Baltimore markets to draw upon a variety of vegetables is easily obtained. No inmate with typhoid history is permitted to work in the kitchen.

**6. Baths**—The bathroom is located in the basement under the administration building. The number of showers is ample, but the ventilation is utterly inadequate, and the ceiling is low. For the general population the bath schedule is once a week in the winter and twice in the summer, and daily for the commissary men. In the foundry there are baths which are available to those men daily. There are also shower baths in cell house "C".

**7. Recreation**—The space available is very small. The men are in the recreation yard Saturday afternoons during the summer, and on Sundays and holidays from 10.00 to 1.30. Basketball, medicine ball, baseball and handball are the principal sports. Athletic supplies are bought out of commissary profits.

**8. Entertainment**—Movies are shown Saturday afternoons and on some holidays.

## VI. INDUSTRIES

**1. Workshops**—The printing and auto-tag shops are housed in a modern factory building; the foundry also is in a new industrial building. The rest of the industries are housed in old buildings in which the lighting and ventilation are not up to modern factory standards, and some of them are a great fire hazard.

**2. Character**—The auto-license tag shop and printing shop are on the state-use basis, the balance of the industries on the contract basis. The contracts are with the following companies: Jones Hollow-Ware Company, Baltimore, Barmor Manufacturing Company, New York, Standard Overall Company, Baltimore, and Imperial Furniture Company, Baltimore.

**3. Employment**—The industrial distribution of the 1072 inmates on December 6, 1927, was as follows:

### Contract:

Foundry .....	170
Underwear shop .....	262
Work pants " .....	368
Furniture " .....	70



## State use shops:

Printing .....	18
Shoe shop .....	6
Auto-tag shop .....	6
Maintenance .....	119
Old and disabled .....	40
Sick .....	13

**4. Vocational Training**—The printing and auto-tag shops and the foundry offer some opportunity for vocational training. The other shops have little, if any, value in this respect.

**5. Compensation**—Prisoners in the state-use shops are paid from 25 cents to \$1.25 a day. In the contract shops the inmates receive 25 cents for the first task, and the same rate for overtime as is paid by the state, \$1.00 per task. The contractors are required to insure the men under the State Industrial Accident Law. In case of accident the state receives \$1.00 a day for the labor lost, and the inmate an amount equaling the average earning of the man in the shop. On discharge the prisoner may take his case up with the State Accident Commission and then be compensated on the same basis as if the injury had been received in an outside shop.

## VII. EDUCATION

**1. Library**—There is a library of 5000 volumes, in rather poor condition and representing only a fair selection. There is no appropriation. The weekly circulation is reported as only 40.

**2. School**—The school is in charge of the welfare worker. It consists only of first to third grade instruction in the three R's for illiterates or semi-illiterates. About 80 are enrolled, 85 per cent of them negroes. School meets from 7.00 to 8.30 P.M. two days a week, nine months of the year, in a large schoolroom in the administration building. There are eight inmate teachers.

## VIII. RELIGION

**1. Chapel**—The chapel, also used as a general assembly room, is on the upper floor of the administration building. The lighting and ventilation are satisfactory. While the room is used as a general

meeting place, it has more of a religious atmosphere than many prison chapels. It is also equipped with a pipe organ.

**2. Chaplains**—There are Protestant, Catholic and Hebrew chaplains.

**3. Services**—Services are held every Sunday, except the Hebrew, which is held once a month. Attendance is voluntary.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train men for the duties of citizenship.

## X. PAROLE

In 1927 there were 67 men paroled, of which five were declared violators and returned. Men living in the state are visited by the parole officer. Reports are sent in monthly, signed by the proper officer of the parole organization.

## XI. COST

Total receipts for the fiscal year ending	
9/30/27 .....	\$763,068.86
Total expenditures .....	747,749.23
Excess of receipts .....	15,319.63

Of the receipts, \$337,326.87 was paid from the state treasury. It appears, therefore, that the industrial earnings were about \$400,000 for the year.

## COMMENT

From the physical standpoint this prison is in poorer condition than any other in the East, although the plant itself is no more difficult to keep up to a satisfactory sanitary standard than such ancient prisons as Charlestown, Auburn, and Eastern Penitentiary. One of the cell houses here is very dark and poorly ventilated and its



use should be abandoned if its condition cannot be materially improved. Most of the cell toilets in the prison are of a cheap pattern and in bad condition. The main bath house is very bad, the lack of proper ventilation not only making it unsanitary but dangerous from other standpoints, proper supervision of the men while bathing being impossible, inasmuch as an officer can see only a few feet through the steam. The sanitary condition of the smaller bath houses is even worse. Most of the shops are old and ramshackle, with poor lighting and ventilation. The floors are oil-soaked and the condition of the buildings as a whole constitutes as grave a fire hazard as any noted in the country. The yard space is cramped and the city surrounds the prison, preventing expansion.

On the other hand, the hospital, though housed in an old building, compares very favorably with outside hospitals in upkeep and equipment. The commissary department is very good, with the not unimportant exception of the section which is housed in the basement. The shop which contains the printing department and the auto-license plant is new and modern in every respect. These departments, unfortunately, employ few men.

Taking into full account the good and the bad points of this prison plant, it becomes increasingly evident that Maryland must soon consider its abandonment, if the state is to keep pace with modern prison practice. Modernizing the old plant would be expensive and the result probably unsatisfactory. The Eastern Penitentiary and several others of about the same age are building new plants with inmate labor and are transferring their prisoners gradually. If the Maryland prison were to be moved to a site not too far from Jessups the state could work out a proper correlation between these two institutions, the one walled and the other unwallled. With transfer between the two made fairly easy, desirable classification of prisoners could be effected to some degree.

An unusually large proportion of the prisoners are employed in contract shops. The standard objections to this type of prison labor are well known. The shoe shop has been replaced by an underwear factory, and this, with another clothing shop, now provides two large industries that have no vocational value for men. The print shop, the auto-license plant and the foundry give some vocational

training. There is little idleness in the prison. The system of compensation is more generous than that found in any other state which uses the contract system. The contractor pays for the first task \$1.00 to the state and 25 cents to the prisoner. For all additional tasks the pay, at the rate of \$1.00 a task, goes to the prisoner. The state also pays men on road work and on construction.

Maryland is one of two states noted which apply the Employers Liability law to imprisoned workers. The practice in this state appears to be excellent. A workman injured in the prison is, by action of the State Industrial Accident Commission, given the amount of prison wages lost on account of the accident and, after the prison sentence is served, the case again comes before the Industrial Commission which makes an award on the same basis as if the injured man had been a free worker.

The policy of this state of recognizing responsibility to its wards for injuries received in prison industries should be followed by the other states and by the federal government. A state should not lag behind in giving protection to its workers which it requires all other employers in the state to give to theirs.

The prison hospital is maintained in an excellent sanitary condition. The dental office, in another building, and not under the physician's supervision, is very dirty and badly in need of renovation.

This prison, like Jessups and Trenton and some Middle Western institutions, uses a woman as a trained nurse. The practice in all three institutions has proved successful; the tone and morale of the hospital have been raised and the general effect on the inmate population has been good.

The employment of a trained nurse is a commendable feature of the hospital work. The physician reported that he was privileged to call in at state expense any specialist needed for consultation.

The meager salary paid the prison physician precludes the employment of a man of competent experience in this work. Because of this, changes in physicians are frequent, a condition that is not conducive to capable medical service.

Some insane prisoners are still kept at the prison, although there are no proper facilities for caring for them. Their presence imposes



an unfair burden on the officials, who are not trained to care for them, and the routine under which the insane live is monotonous and repressive to a degree which they would not encounter in a state hospital.

The educational work is negligible and the library needs a general overhauling and a regular appropriation for new books. It appears at present badly neglected. It seems inconceivable that a state and a city that contain a university of the distinction of Johns Hopkins should contain a prison in which the value of education seems to receive so little official recognition. The salary paid the social worker, \$1500 a year, is perhaps indicative of the stamp of unimportance which is put on educational and welfare work here.

There is in general little that is constructive in this prison, in the plant, its upkeep, or its program. The morale is plainly low, as one would expect from the living and working conditions. In many prisons the program of outdoor recreation does much to offset the tension caused by poor living conditions and treadmill labor. Such a program has long since been justified by its effect on physical and mental health and on morale. Here the space is entirely inadequate and the hours are more limited than in many prisons. It seems certain that the major factor in keeping the morale of the inmates at even the level it attains is the generous pay system. This cannot be expected to do more than affect their conduct while in prison; recent riots show that the pay system alone cannot prevent serious trouble. The task of developing self-reliant and law-abiding citizens is the real work of the prison—a task as yet unaccomplished if not untried.

## MARYLAND HOUSE OF CORRECTION JESSUPS, MARYLAND

Visited January 24, 1928.

The institution was established in 1872 about 15 miles from Baltimore. It was intended originally to house only short-term prisoners. Some years ago the women prisoners were moved out from the Baltimore institution. The demarcation between types of prisoners at the State Prison and the House of Correction does not now appear to be sharply drawn. The population in this institution has doubled in the last five years. During the summer a number of the men are used in road camps.

### I. GROUND AND PLANT

The institution is built on a plan suggestive of a many tined fork—the new cell house and administration building, the handle, the old cell house and hospital, the cross bar, and a number of wings housing the commissary and other departments, the tines.

**1. Housing**—There are three cell houses in which cells are arranged in four tiers. In one there are 324 steel cells, 7 x 8 and 8 feet high. In another are 240 old stone cells, 7.6" x 4.6" and 8 feet high. In the new cell house, under construction when the prison was visited, are 400 cells, 7.6" x 7 and 8 feet high. In the old stone cell house there is no plumbing. In the second cell house with the steel cells there is plumbing of a crude design and quality. In the cell house under construction the plumbing is of a good quality. In general the lighting and ventilation vary in the three houses about as the plumbing does. Whitewash is largely used for the cells although one cell house is painted. The beds have iron straps in place of springs. Where men are doubled up in cells, the mattresses are placed on the floor. At the end of one cell house is a small dormitory in which quarters are provided for 22 men. Beds are equipped with



straw-filled mattress, sheets, pillowcase and blankets. Some of the cells have tables and chairs.

There is no wall surrounding the institution.

**2. Farm**—The state has 1200 acres of land, 850 of which are productive and the balance woodland. The produce of the farm is used at this institution, the state prison and other state institutions, and the surplus is sold.

## II. ADMINISTRATION

**1. Control**—The institution is under the general control of the Board of Welfare, the chairman of which is also Director of Welfare. The board consists of eight members. (See section on Control in Baltimore report.) In addition to appointing the warden this board makes all contracts for the prison industries.

**2. Warden**—Joseph A. Delaney was appointed warden in 1925. He had nine years' experience in the state prison from the rank of guard up to the position of deputy.

**3. Deputy**—The assistant warden, as the deputy is called here, Walter Scott, was appointed in 1925. He had had 22 years of experience in institutional work.\*

**4. Guards**—There are, including the general officer and two night captains, 28 guards. Guards are examined and passed on by the state employment commissioner. The warden selects one of the first five on the list. Guards work on eight-hour shifts, with two days off a month and no vacation. Quarters are provided for 15 of the guards, and mess for which they pay a stated amount.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5000	quarters and maintenance
Asst. warden .....	2200	
Chief clerk .....	3000	
Guards .....	1500 to 1750	
Doctor (part time) .....	2000	
Dentist .....	On a fee basis	
Oculist .....	On a fee basis	
Trained nurse .....	1500	
Chaplain .....	1000	

\*Mr. Scott retired Aug. 1, 1928, and Thomas Rudkins was appointed assistant warden.

Chaplain (part time) .....	150
Storekeeper .....	1800
Farm supt. ....	2400

There are 62 employees on the payroll.

The state law provides for retirement with pension after 20 years or upon reaching the age of 65.

### III. PRISONERS

**1. Population**—On the day the prison was visited there were 1060 prisoners. The following analysis is given of the 1919 prisoners received during the year ending September 30, 1928.

#### Ages when received:

Under 20 years .....	312	40 to 49 years .....	249
20 to 29 " .....	747	50 and over .....	177
30 to 39 " .....	434		

#### Nativity:

Native born .....	1828	Foreign born .....	91
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The foreign born were from the following countries:

Austria .....	10	Italy .....	12
Ireland .....	16	Balance from 15 other countries....	53

**Race:** (Data not supplied.)

**Education:** (Data not supplied.)

**Sentences:** All sentences are Determinate. The prisoners are received for as short a time as 30 days and for as long as 15 years.

**2. Classification**—No scientific method is possible with such a varied population.

**3. Insane**—The state law provides for the transfer of insane men to the state hospital but the hospitals are so crowded some of the men have to be held in the institution.

**4. Women**—The 89 women prisoners are housed in one of the wings, in cells with open-grate fronts and screen tops. Their quarters as a whole are not only well kept but made as attractive as possible. They work on certain parts of the clothing contract in a large work-room. For this work they earn from \$7.00 to \$8.00 per month. They



are under the immediate charge of a head matron and three assistants. The salary of the head matron is \$1,500 and the assistants \$1,000 each.

#### IV. DISCIPLINE

**1. Rules and Regulations**—Rules are not provided for a silence system or any limitation on number of letters written. Books, magazines and papers may be received direct from publishers, subject of course to censure. Two visits a month are permitted. Visitors are separated from inmates by a grating. Purchase orders are made out on regular slips approved by the office.

**2. Punishments**—Loss of yard time, of mail and shows are the more common forms of punishment. Other punishments are forfeiture of pay and "good time." These, however, after a period of good behavior, may be returned. For more serious offenses men are confined in punishment cells or in their own cells.

#### V. HEALTH

**1. Hospital**—The hospital for men occupies three floors of the north wing. There are 24 beds distributed in four wards of six beds each. Equal facilities are provided for whites and blacks. Hospital facilities in the women's department consist of two wards of four beds each for whites and blacks. A well-equipped operating room in which major surgery is done is available in the men's hospital. Laboratory facilities are provided and a diet kitchen provides meals for the patients and attendants. There is no X-ray equipment.

**2. Medical Staff**—A part-time physician is in charge of the hospital work, a full-time woman registered nurse and a part-time dentist and oculist make up the civilian staff. An inmate physician employed full time in the men's hospital and ten inmates are assigned to hospital work, one of these being in the women's department.

**3. Medical Examination and Care**—All incoming prisoners are given a physical examination including Wassermann tests, dental survey, and vision tests. All men assigned to road work are given typhoid vaccination before being sent out. Tuberculous inmates are

treated in prison and have a supplementary diet of eggs and milk. Venereal cases are placed under treatment.

**4. Psychological Work**—No regular psychological work is done. Mental examinations are given only as symptoms develop.

**5. Commissary**—The commissary department is located on the ground floor of a wing opening into the center guard room. Men are seated at tables facing both ways. Talking is permitted during meals. The floor is made of a red composition which is easy to keep clean and is attractive in appearance. The table tops are of a green composition. As a whole, the building is well lighted; the ventilation might be improved by window fans. A new kitchen was under construction when the institution was visited. The equipment is adequate in both kitchen and bakery and on completion of construction work the commissary department including storerooms will be adequate. As a whole, the sanitary condition of the commissary is excellent.

The dietary seems ample for the inmates' needs. A minimum variety of vegetables is served and there is a greater monotony in repetition of daily menus than seems necessary. The food is not rationed.

New storage and refrigerating facilities have been provided which greatly increase the efficiency of the commissary department.

**6. Baths**—A new bath house was under construction. Daily baths are given to men doing outside work and those in the commissary department and such others as the doctor orders. For the regular population the schedule is one bath weekly during the winter and two in summer.

**7. Recreation**—A space for recreation has been made by enclosing some six acres with a wire fence on one side, the cell house of the institution making the other side of the yard. Men are given the privilege of the yard from 4.00 to 5.00 in the afternoon and for three hours on Saturday, Sunday and holiday afternoons. Baseball and boxing are the principal sports. In addition to the yard privileges, men are permitted to sit in the flats in front of the cells three evenings a week for two hours. Sports are financed by selling waste paper and by contributions from the men and funds from the state.

**8. Entertainment**—Movies are shown once a week. The inmates



stage a few shows a year and an occasional show comes in from the outside. The women's section has a radio and on special occasions sets are brought into the cell houses for the men.

## VI. INDUSTRIES

**1. Workshops**—The industries are housed in different parts of the prison rather than in special industrial buildings as is generally done. While few of the buildings conform to regular factory standards, they are well lighted, well ventilated, are not crowded and afford good working conditions.

**2. Character**—Three of the industries are on the contract basis. The farm is run on the state-account plan. Contracts are with the Worcester Wire Novelty Company of Baltimore and the Jobbers Pants Company of Baltimore.

**3. Employment**—The following was the industrial distribution on the regular details:

Pants shop .....	310*	Maintenance .....	50
Wire " .....	70	New construction .....	75
Farm .....	80		

During the summer several hundred men are used in road camps. In the winter there is no employment for them.

**4. Vocational Training**—The farm and construction work offer considerable opportunity for vocational training. The other industries have little value in this respect.

**5. Compensation**—Prisoners in the state-use shops are paid at the state rate daily. In the contract shops the inmates receive 25 cents for the first task; for the second task the pay received at the state rate is credited to the inmate. The contractors are required to insure the men under the State Industrial Accident Law. In case of accident the state receives \$1.00 a day for the labor lost, and the inmate an amount equaling the average earning of the man in the shop. On discharge the prisoner may take his case up with the state Accident Commission and then be compensated as if the injury had been received in an outside shop.

\*75 of these are women.

## VII. EDUCATION

1. **Library**—The library is one of the poorest found in all the institutions. It consists of 200 worn-out books kept in a section which contains the punishment cells. It is in charge of the guard who acts as sanitary officer. The library appears to be almost entirely out of use.\*

2. **School**—There is no educational work and there is not likely to be until the new wing is completed. There is no schoolroom.

## VIII. RELIGION

1. **Chapel**—The chapel is located above the guard room. While well lighted and ventilated it has less than half the seating capacity needed.

2. **Chaplains**—There is a full-time and part-time chaplain.

3. **Services**—Protestant services are held once a week and Catholic once a month.

4. **Other Agencies**—Christian Science services are held twice a month.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The majority of the men are given determinate sentences. The number of men paroled during the year was 82 and nine were declared violators and returned. The men are supervised by parole officers and a "best friend" to whom they are paroled. Those living in Baltimore city and vicinity report in person to the office every two weeks. Those living within the state are visited by the parole officer and reports are made monthly and approved by the "best friend."

\* Since the prison was visited a new library with about 2000 books has been started in charge of a welfare worker.



## XI. Cost

Gross cost for the fiscal year ending	
9/30/28 .....	\$257,062.02
Earnings .....	284,112.75
Net surplus .....	27,050.73
Gross per capita cost .....	274.10
Net per capita surplus .....	28.84

The earnings from industries are returned to the state treasury. The earnings include appropriation from the state to the amount of \$100,421.

## COMMENT

Physically this institution is in a state of transition. After years of neglect during which the condition of overcrowding has become very serious, a new wing is under construction to provide 400 additional cells of the modern type, and new administration offices. The commissary department is being supplied with new quarters and modern equipment. There are at present only 564 cells for about 1000 men and 50 cells for 89 women. It is necessary for one man to sleep on the floor of each cell, and the women are doubled in cells. Even when the new wing is completed there will be only 964 cells for over 1000 inmates.

One method of relieving present and future congestion is by removing the paupers now confined here and transferring them to the almshouse where they belong. It is said that these prisoners are sent to Jessups because certain county officers receive fees for taking them there, and none for taking them to the almshouses. Whether this be true or not, they have no place in an institution which is now practically the junior prison of Maryland. They cause a turnover in the population of about 140 a month, which makes it impossible for the officials to become acquainted with their charges and causes endless complications in matters of administration, discipline, and industry.

A second group of prisoners should be removed from this institution: the women. Their living and working quarters are good

in spite of the overcrowding, and they have opportunities for outside exercise. It is generally recognized, however, that women prisoners should not be confined in an institution designed primarily for men. One has only to study a women's institution of the highest type, like that at Muncy, Pennsylvania, to realize that women prisoners can never be benefited to the fullest extent when they are a subordinate part of a large institution for men. To most prison officials they represent an unwelcome and unfair burden.

Jessups employs a trained nurse and welfare worker who is a woman. This is true also of the Maryland prison at Baltimore and the New Jersey prison at Trenton. In all three of these places the experiment has worked satisfactorily and officials report that it has not only caused no trouble but has resulted in an improved morale among the men prisoners and has raised the whole tone of the medical department. The nurses themselves state that the men have treated them with uniform courtesy and deference.

While the hospital is a fairly complete unit, it is too small for the population served. An undesirable feature is the location of the dental equipment in the operating room. With a population the size of that in this institution, X-ray equipment could be used to good advantage. Owing to the type of inmate received at this institution, which includes many elderly persons of weakened constitution and vitality, it would seem desirable to provide a large room or infirmary where suitable attention could be given to the needs of this type of patient. While many of these inmates are not actually ill, many of them suffer from chronic conditions that would be benefited by either therapeutic or dietary treatment or both.

The road work and farm work is good and prisoners are able to earn compensation at a fair rate in both. The inside industries, especially the contract pants shop, have less to recommend them. The latter can be justified only on the ground that, in a prison overcrowded by 100 per cent of its capacity, even an industry having no vocational training value and operated under contract is to be preferred to idleness. Maryland needs, here as well as at the prison, a revision of its industrial system unless financial profits are to be the only aim.

The provisions for daily exercise outdoors are wise, especially in



view of the congestion. The institution is unwallled but an enclosure about seven acres in extent is to be fenced in for recreation purposes. Another aid to health is the liberal bath schedule in force.

There is no school work and the library, consisting of a few ragged books presented to the institution and now worn out, is as poor as any found in the institutions visited.\* The value of both academic and vocational education is unquestionable. When this institution receives its new lease of life with new quarters an educational department should be installed under competent direction. A good library, supported by regular annual appropriations, should also be built up. The excellent library developed in the Delaware prison during the past few years may serve as a model.

The method of selecting guards under the Civil Service law in this prison avoids one of the weaknesses that have kept the Civil Service from being the safeguard of prison administration that it was meant to be. The warden can reject all those reported on the Civil Service list and ask for another list if he wishes. This relieves him from the necessity of appointing a man who may have passed an examination which in no way reveals his competence for the position of guard.

\* See footnote in Report, under Library.

## MASSACHUSETTS STATE PRISON

### CHARLESTOWN, MASS.

Visited November 14, 1927.

Massachusetts State Prison was erected in 1805 and is therefore one of the oldest plants in the country still in use. Entirely surrounded as it is by the city, its location has long been recognized as undesirable in every way. The walls of a new institution are being erected at Norfolk. The policy has been to erect the new prison plant out of the current income.

#### I. GROUND AND PLANT

The quarters for the warden and deputy and the administrative offices open into the central guard room, from which radiate three stone cell blocks, both sides of which are visible from the guard room. The wall surrounding the prison encloses about seven acres. Since the last Handbook was written a small yard has been added at the rear, in which the foundry is located.

**1. Housing**—There are three cell houses containing 814 cells. In two of the cell blocks the cells are on five tiers, and in the third on four. In the original cell block two small cells have been made into one, but all the cells are out of date in every way. There is no plumbing, so the old buckets still have to be used. While none of the sanitary arrangements are modern, the cell houses as a whole are maintained at a very good standard of sanitation. A small building in the yard, known as Cherry Hill, named and patterned after a section of the old Eastern Penitentiary in Philadelphia, contains 60 cells. These cells have running water and toilets. Light and air come in through narrow skylights which are controlled by the inmate. This cell house, originally built for incorrigibles, is today considered the most desirable part of the prison in which to be quartered.

**2. Farm**—There is no farm.



## II. ADMINISTRATION

1. **Control**—The control of the prison is under the supervision of the Commissioner of Correction, who has two deputies, one related to industries and the other to parole work. The commissioner is appointed by the Governor and is a member of the Governor's cabinet. Sanford Bates has been commissioner since October, 1919.<sup>1</sup> He is a lawyer by profession and had previously been Commissioner of Institutions for Boston. The commissioner appoints the warden.

2. **Warden**<sup>2</sup>—William Hendry was appointed warden in February 1923. He had had about 37 years' previous experience in this institution and at the Deer Island House of Correction.

3. **Deputy**<sup>2</sup>—J. L. Hogsett was appointed deputy in February 1923. He had had long service at the Deer Island House of Correction and at this institution.

4. **Guards**—There are 65 guards appointed under Civil Service. The guards work on nine-hour shifts. They have two days off a month and 15 days' vacation yearly. The state has a number of houses which are rented to the guards at a nominal rate.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5000	quarters and maintenance
Deputy .....	3000	" " "
Chief clerk .....	3000	
Guards .....	1600 to 2000	
Doctor (part time) .....	2000	
Pharmacist .....	1900	
Dentist (part time) .....	900	
Chaplains .....	2500	
Shop foremen .....	2760 to 3300	
Instructors and assts. ....	1800 to 2160	
Selling agent .....	2160	
Stewards .....	2280 to 2640	
Cook .....	1900	
Selling agents .....	2280 to 2640	

<sup>1</sup> Mr. Bates resigned early in 1929, to become Superintendent of Federal Prisons, and was succeeded by A. Warren Stearns, M.D.

<sup>2</sup> On the death of Mr. Hendry the deputy warden, J. L. Hogsett, was appointed warden and Herman Godendorf became deputy.

The number of employees on the payroll is 119, of whom 27 are industrial superintendents, foremen, etc.

Those in service before June, 1911, may be retired on one-half annual salary at 65 years of age with 20 years' service, or after 30 years' service, with approval of Governor and council. Those in service since 1911 contribute five per cent of their salary; the state an equal amount. Men may be retired at 60 years after 15 years' service, upon recommendation of head of department and must be retired at 70 years. Any member after 35 years' service irrespective of age may be retired for the good of the service.

### III. PRISONERS

**1. Population**—In November, 1927, there were 891 inmates. The following analysis is given of the 230 prisoners received during the year ending September 30, 1927:

#### Ages when received:

Up to 20 years .....	26	31 to 40 years .....	61
21 to 25 " .....	50	41 to 50 " .....	28
26 to 30 " .....	42	Over 50 " .....	23

#### Nativity:

Native born .....	164	Foreign born .....	66
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The foreign born were from the following countries:

Italy .....	22
Russia .....	12
Nine other countries .....	32

#### Race:

White .....	211	Colored .....	19
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#### Education:

Illiterate .....	12	Read or write .....	218
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#### Sentences:

No. on Indeterminate Sentence .....	215
" " Determinate " .....	13
" to be executed .....	2

All are given a minimum and maximum sentence, except those receiving life or death sentence.



The death penalty is carried out by electrocution.

During this period six men were executed.

#### IV. DISCIPLINE

**1. Rules and Regulations**—A sheet of general rules, 15 in number, is supplied each prisoner. There is no silence system. Three letters a month may be written. Magazines, books and newspapers may be received direct from the publishers. Smoking is permitted in cells only. Two visits a month are allowed. Visits are held in the guard room. The men are permitted to purchase from the storehouse, from a specified list of goods, to the amount of \$2.00 a month.

**2. Punishments**—No use is made of the loss of privileges, but loss of "good time" is now used. From 15 to 20 men a month are confined in the punishment cells for periods of three to four days for lesser offenses, and a longer time for more serious offenses. When detained in this section for more than a short time the men are given regular meals. The cells are not dark unless a prisoner is noisy, then an outer solid door is closed.

#### V. HEALTH

**1. Hospital**—The hospital is located on the second floor of the west wing. It has a capacity of 40 beds, a ward of 20 beds and 20 regulation cells adjoining. The drug room is used as an operating room. X-ray equipment is located in the ward without protective safeguards of any kind. Only urinalyses are done in the laboratory. A well-equipped diet kitchen serves the patients and attendants.

**2. Medical Staff**—A part-time physician and dentist, a full-time pharmacist, and six inmates comprise the hospital personnel. A surgeon is called in for major operative work. An oculist visits the prison one-half day weekly. A psychiatrist is available on call.

**3. Medical Examination and Care**—Each new prisoner is given a physical examination with Wassermann tests. His teeth and eyes are also examined and needed corrective work done.

Tuberculous inmates are transferred to the prison farm hospital at Rutland as soon as discovered. Venereal cases are placed under treatment.

**4. Psychological Work**—A psychiatrist on part-time examines every man on admission and makes a comprehensive report as to his mental condition and needs.

**5. Commissary**—There is no mess hall. This is the only institution reported in this book in which all the meals are eaten in the cells. The kitchen is on the ground floor under the guard room. While it does not conform to modern institutional standards in regard to lighting and ventilation, and the equipment is inadequate, good sanitation is maintained. The food is placed in dishes and passed out through holes in the wall to the men as they march to their cells. The meals are planned by a state dietitian and prepared under the supervision of a professional cook. Unusual effort is made to provide a proper diet, though the whole problem is made difficult by the lack of a mess hall. As the prison has no farm all food-stuffs have to be purchased.

**6. Baths**—The bath house contains 40 showers. The regular schedule is one a week for the general population.

**7. Recreation**—The space available for recreation is quite inadequate. The men are given the use of the yard for half an hour daily, an hour and a half Saturday afternoon and an hour Sunday morning; on holidays about two hours. Baseball is the principal sport.

**8. Entertainment**—Movies are shown every other Sunday afternoon, and on alternate Sundays lectures or some form of entertainment are provided. Inmates do not stage any shows and no general use is made of the radio.

## VI. INDUSTRIES

**1. Workshops**—The industrial buildings, like the rest of the institution, are old and do not conform to modern factory standards in any fundamental respect. In spite of the disadvantages of old construction the shops are kept clean and orderly.

**2. Character**—All goods manufactured are primarily for use in the state, county and city institutions, though the surplus may be sold on the open market.

**3. Employment**—The industrial distribution of the 891 prisoners for the month of November, 1927, was as follows: \*

\* Since the prison was visited a concrete industry has been added, employing about 15 men.



Brush industry .....	76	Bed dept. ....	20
Clothing " .....	78	Printing dept. ....	35
Mattress " .....	18	Foundry .....	38
Metal " .....	33	Under punishment .....	11
Shoe " .....	198	Sick and unassigned .....	9
Underwear " .....	89	Maintenance .....	229
Auto-tag dept. ....	57		

**4. Vocational Training**—Some of the industries, such as metal work, aluminum spinning, and the shoe industry, offer some opportunity for vocational training.

**5. Compensation**—There is none.

## VII. EDUCATION

**1. Library**—There is a fairly good library of 10,000 books with a circulation of 900 a week. A chaplain has charge of it. The library building in the yard is too small. There is an annual appropriation of \$500 for new books to be purchased on recommendation of the State Library Commission, and occasional special appropriations. The prison subscribes to 55 magazines and periodicals.

**2. School**—School work is not compulsory but it is strongly urged on illiterates and is related to parole. Classes covering the first five grades meet three times a week and enroll 120 men; those covering the sixth and ninth grades meet twice a week and enroll 70 men. Sessions are from 6.00 to 7.30 P. M. for ten months of the year. Not all the usual grade subjects are taught but the curriculum corresponds roughly to that outside. The chapel is used for school. The sloping floor is a handicap. A room designed for school purposes is now used as a dormitory. The school is directed by a Boston high school teacher. Two other high school teachers, with 23 inmate teachers, complete the staff.

Correspondence courses from the Massachusetts Department of Education are paid for by the prison. These are in charge of the parole officer. The funds for this purpose are now exhausted and no new men are being enrolled.

## VIII. RELIGION

**1. Chapel**—The chapel, also used as a general assembly room, is on the upper floor of the central building. It is well lighted and

ventilated, and, while adequate as a general assembly room, has little of the atmosphere desirable for religious services.

**2. Chaplains**—There are two full-time chaplains, Protestant and Catholic, and a part-time Jewish chaplain.

**3. Services**—Protestant and Catholic services are held every Sunday, Jewish services two or three times a month. Attendance at all services is voluntary.

**4. Other Agencies**—Christian Science and Salvation Army services are also held regularly. Ministers from the city come to the prison several times a year for services.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of community organization to train the men in the duties of citizenship.

## X. PAROLE

Parole work is under the Commissioner of Correction. There is a parole officer attached to the prison and an investigator who checks up the history of inmates before they are paroled. During the year ending September 30, 1927, 75 men were paroled and 25 violators were returned. Men on parole make monthly reports and are visited by parole officers.

## XI. COST

Gross cost for the fiscal year ending 11/30/27	\$370,272.90
Industrial earnings	\$159,141.01
Institution receipts	9,961.61
Total receipts	169,102.62
Net cost	201,170.28
Gross per capita cost	\$416.04
Net per capita cost	226.04

## COMMENT

The comments on this institution in the successive Handbooks do not change materially, as the prison itself both in plant and program is comparatively unchanging.



The most significant feature of the institution is the plant itself. Severe criticisms have been levelled at it and the State Department of Correction, wardens, and public-spirited citizens have repeatedly called the attention of the state to its shortcomings. It is the oldest prison plant in the country. The city has long since grown so close around it that expansion is impossible and both light and air are affected by factory smoke. It has been said that the site is assessed by the Boston assessors at over \$1,000,000 and is too valuable for the state to retain for its present use.

The ancient cells, most of which have only buckets, are rendered habitable only by rigid attention to sanitation and a general standard of upkeep superior to that of most old prisons. The best cells in the prison are those in "Cherry Hill" which were originally designed for incorrigibles. The buildings have been modernized wherever possible but the construction of one hundred years ago cannot be adjusted to modern standards.

It is probable that the real reason why Massachusetts has not built a new prison is the power of so-called "county rings." Many offenders who in other states would be sent to the prison are sent in Massachusetts to the county jails. It is impossible to bring these jails to a high standard, and inequality of treatment for similar offenses results. Until the power of those elements which demand the retention of prisoners in the counties is broken Massachusetts will fail to meet its penal problem successfully.

It appears that the consummation of the efforts of many years is now in sight. A penal colony of 40 acres in the town of Norfolk, about 25 miles from Boston, has been started on land owned by the state. A wall is being built by prisoners transferred from Charlestown and the land is being prepared for buildings. It is to be hoped that this penal colony, admirably located and offering opportunities for the creation of a fine modern institution, may be allowed to expand until Charlestown can be abandoned.

There is virtually no idleness here and the prison has developed its industries under the state-use system more successfully than any other. There is a variety of shops, which are not modern but which provide fair working conditions. A new foundry has recently been added in a small extension of the wall. The failure of

every effort to secure even a negligible wage for the inmates is deplorable. Wherever wages are paid production has been increased, working morale has improved and the families of the inmates have been helped. The principle of the wage is now generally recognized as sound. \*

This is the only prison in the country which has no mess hall. On the other hand, more attention is paid to the diet than in many other prisons, in spite of the lack of a farm to add a variety of food. The need of facilities which will assure the serving of hot and palatable food is obvious.

The educational work is in charge of three city school men, which is a commendable feature of its organization. Its scope is too limited, however, for a state with the educational tradition of Massachusetts. A thorough survey should be made of the cooperation which can be secured from Boston institutions of learning and state departments, and a varied and well-rounded program of vocational and academic education should be set up, with quarters more suitable than the present chapel.

Adequate hospital facilities are lacking in this prison. As there has been agitation for several years for a relocation of the prison in a country district, no attempt has been made to introduce improvements in the present building. The dentist does his work in the open ward and the X-ray equipment is also placed in this ward with none of the usual safeguards found around such apparatus.

The facilities for major surgery are almost entirely lacking. There are no sterilizing facilities and all sterile dressings and instruments must be brought in from the outside.

The diet kitchen is the most commendable feature of this hospital. The transfer of tuberculous inmates to a separate hospital in the country is also to be commended.

The salaries of the warden and deputy are too small for a prison of the size and importance of this one. On the other hand the pay schedule for guards coupled with the excellent pension system is unusually good.

The methods of discipline are intelligent and humane and inmates are treated in the main with fairness and decent consideration.

\* The legislature at the 1928-29 session passed a wage bill by a narrow margin.



Real effort is made to counterbalance the disadvantages of the old plant.

The state has secured outstanding leadership in its State Department of Correction but has left that leadership handicapped by a prison plant which is as obsolete as its system of county government so far as prisons are concerned.

## REFORMATORY FOR WOMEN FRAMINGHAM, MASS.

Visited April 14, 1928:

The institution was opened in 1877 under the name of the "Reformatory-Prison for Women." In 1911 the word prison was removed from the name. The reformatory, however, receives prisoners of the type sent to the state prison in many states. They are of all ages from 17 up and are serving indeterminate sentences of from one year to life. The reformatory is under the jurisdiction of the Commissioner of Correction.

The superintendent, Mrs. Jessie Hodder, was appointed January 1, 1911. She has had one of the longest periods of service in the country as head of a penal institution. She is the sixth superintendent here in over 50 years.

The plant is old in design and construction. The buildings are maintained at a high standard, and although they are more difficult to maintain than more modern buildings, they provide satisfactory living and working quarters. There is a total capacity of 316 rooms or beds (250 rooms and 65 dormitory beds) exclusive of the hospital. The buildings are in the shape of a large H with an additional wing attached to the rear. The space between the wings constitutes a series of courts. The grounds include 333 acres, of which about 30 are occupied by buildings. There is no wall and the fence which formerly surrounded the grounds has been removed under the present administration. Across the road from the buildings is the farm, with about 250 acres under cultivation. The location of the institution, within the environs of Framingham but in a section not greatly built up, is a not undesirable one.

The superintendent is paid \$3780 and the salary range of the assistant superintendent is \$2040 to \$2400; the range of the educational director, \$1440 to \$1800; and of the instructors and matrons, \$840 to \$1080, all with quarters and maintenance. The staff also



includes a resident doctor, four nurses, a visiting surgeon and consultant, a part-time dentist, a psychologist, a dietitian, a music teacher, a gymnasium teacher, and several other part or full-time teachers and sewing instructors.

The discipline is sensible and reasonable privileges are permitted. Only relatives are allowed to send money to the inmates but they are permitted to make fancy-work for sale and can spend a limited amount, purchases being made in the town by an officer. Responsibility for the discipline is given to the inmates themselves through their self-government organization and the effort is made to make good conduct a community responsibility. The usual punishments are reduction in grade with consequent loss of privileges, temporary loss of privileges without reduction, confinement in an ordinary room, and confinement in a disciplinary room, where the diet may be bread and water in serious cases. Difficult cases are assigned to a special section and receive specialized treatment.

Wholesome and worthwhile recreation, both indoors and out, is permitted and is organized and directed by a competent physical director. Recreation in the large yard is permitted every noon in warm weather and for the greater part of Saturday afternoon. Provision is made for a variety of games and occasional pageants are produced. There is an excellent gymnasium; two hours a week of gymnasium work is compulsory and on Saturday afternoon the room can be used for sports. There are no moving pictures or radios but there are pianos and a special worker is in charge of music. Occasionally there are lectures and the inmates stage about one show a month. The use of the living rooms is permitted to "citizens" one night a week and access to the library, which serves also as reading room and writing room, is sufficiently free to constitute a worthwhile privilege.

The hospital, with a capacity of 63 beds, occupies three floors of the hospital wing. There are two convalescent porches with six beds each and three porches of four beds each for tuberculous cases. The remainder of the beds are distributed among rooms of from one to three beds each. A well-equipped operating room, a laboratory for urinalyses and blood tests and a diet kitchen complete the facil-

ities. A day nursery on the second floor is provided for babies while their mothers are employed.

A full-time woman physician is in charge of the hospital work with three trained nurses. A part-time dentist, an oculist, a consulting surgeon, and an eye, ear, nose and throat specialist comprise the civilian personnel. Twelve inmates are assigned to hospital duties.

On admission each inmate is held in quarantine for three weeks, and during this time is given a physical examination. Wassermann tests are made, smallpox and typhoid vaccination given, the Schick test applied, and toxin-antitoxin given to susceptible individuals. The Schick test is repeated in six months and susceptible cases again immunized. The dentist, who spends two days weekly in prison work, examines all new inmates. Vision is also tested on admittance and those needing care referred to the oculist.

Tuberculous patients are kept on a special open-air piazza. There is a glass-enclosed solarium for convalescent patients. The diet is supplemented with eggs and milk. All venereal cases are placed under treatment.

The physician makes a psychometric measurement and a psychiatric estimation of the inmate on admission. The mental age is determined and the social history thoroughly investigated.

Insane inmates are transferred to the State Hospital for the Insane at Worcester or Westboro.

The dietary is supplemented throughout the winter months by the surplus garden produce which is canned by the inmates. The second deputy superintendent, who is a trained nurse and dietitian, is supervisor of hygiene and food supplies. She also represents the superintendent at all operations and is the anæsthetizer. The food is not rationed. Each inmate is given a quart of skimmed milk daily. The diet is well balanced and well suited to the inmates' needs. The contribution of the farm and dairy makes possible an unusual variety in the menus.

The industrial program is the best found in any American institution for women, although only 78 of the 254 inmates are employed in the shops. These are well organized and give real vocational training, at the same time, producing a substantial profit for the state. All the industries are on the state-use basis with some surplus sale on



state-account. A large variety of clothing and other machine or needlecraft products is manufactured. A most interesting industry is the manufacture of flags, for which a steady market is found in schools, state institutions, etc. Some are sold on the open market. The inmates receive no pay but in their spare time make articles for sale; they are at first supplied with material from a revolving fund started by a women's club.

Of the inmates not employed in the industries 156 are assigned to the farm or to maintenance work, which is so directed as to have marked vocational training value. The farm, gardens, and dairy employ about a dozen women regularly. All the fruit and vegetables consumed at the reformatory are raised and a large amount is canned and preserved for this and other state institutions. There is a good poultry plant and a dairy herd.

In addition to the vocational training given in the course of the day's work there is an effective educational program in charge of a trained director. There are two sewing teachers, a gymnasium teacher, three teachers of academic classes, and a fourth, a local junior high school teacher, who conducts a voluntary class three evenings a week. There are four inmate teachers. Everybody is required to work half the day without interruption and attend school half the day. In addition to the usual grade subjects there are classes in sewing and laundry work, interior and exterior house decoration, and in arts and crafts. There is also a current events class one evening a week. The State Division of Vocational Education cooperates with the officials, and correspondence courses from the State Department of Education are used. Gymnasium work is compulsory after certification of physical condition by the physician. The doctor gives a first-aid course of high school grade. All educational work is based on individual study and guidance by competent officials.

There is a good library in a very attractive room. It has the atmosphere of a library or reading-room in a private school, and its comfortable tables and chairs provide facilities for writing as well as reading. The books are arranged on low wall shelves which are open and accessible for examination. Funds for new books are supplied through the annual budget of the reformatory. A dozen current magazines are subscribed for. The library is open three nights a week

for "citizens" and one night for the second class. It is also open part of Saturday afternoon when the women are not outdoors.

The chapel is attractive and an ingenious method of concealing the altar in an alcove behind drawn curtains enables the room to be used for non-religious gatherings with little change. There is no resident chaplain. Clergymen from the town conduct services every Sunday; Catholic in the morning and Protestant (four denominations in rotation) in the afternoon. A Bible class is conducted for each denomination and Christian Science services and Christian Endeavor meetings are also held.

There is a complete and effective self-government organization of the women. It is given responsibility for many of the activities of the reformatory and has some control in matters of discipline. Women are eligible to become "citizens" after about six months; they enter the probationary division of the second class, remain three weeks, and are eligible for first class standing after five months and for citizenship after two weeks in the first class. There is a council of five members whose meetings are attended by the assistant superintendent and grade officer. Elections to the council are held every three months; candidates must have a good record for three months and must be approved by the superintendent. The organization is a significant part of the life of the institution and citizenship is a highly coveted privilege. It appears to be an effective agency in the teaching of the duties and responsibilities of citizenship and of proper social relationships.

Parole work is in charge of the state parole department. During the year ending September 30, 1927, 115 were paroled and nine paroles revoked.

For the year ending June 30, 1927, the following is a statement of costs:

Gross cost .....	\$162,411.22
Industrial earnings .....	\$34,177.29
Institutional receipts .....	7,633.69
Total receipts .....	41,810.98
Net cost .....	120,600.24



The spirit and method of this institution are much more important than the details of its physical plant and of its program. In spite of many handicaps of plant and equipment the reformatory has done such notable work that it ranks today among the leading correctional institutions of the country, especially in the application to the penal problem of modern scientific thought and social philosophy. The superintendent's idea of the function of the reformatory is summed up in the following quotation from one of her annual reports.

"Modern reformatory work is educational, based on a psychiatric knowledge of each inmate. It is personal and must keep ever before it the development of the individual. The old thought that punishment will 'teach them a lesson' is obsolete; instead we look upon each woman as a new and interesting problem which we must make every effort to understand and to solve.—Our approach to such a problem is first to gather all the facts, to study the girl's personality, her learning ability, and to search for the things she cares for deeply and the loyalties which thrill her heart.—There is no single trick which will make a bad person good, but helping a bewildered person to see straight goes a long way toward helping in the choice of a constructive course of conduct.—Since 43% of the population are feeble-minded, a certain small percentage epileptic and some psychopathic, the process varies, but the underlying principle is the same."

The results achieved here rest on fundamental bases: a thoroughly modern social conception of the function of the institution; administrative efficiency which counteracts the shortcomings of the physical plant; the application of scientific methods to the study and analysis of the individual prisoner; the development of a program of social education involving such regenerative agencies as academic and vocational guidance and instruction, religious training, directed play, work in well-organized industries and participation in an inmate community organization which teaches the responsibilities of citizenship by actual practice. There is in evidence here a rare combination of scientific knowledge and plain common sense. The administration has achieved efficiency without becoming impersonal and wooden; the individuality of the inmate is not submerged in an administrative machine but is made the basis of specialized treatment.

This institution is a credit to the state of Massachusetts and has

many features of program and method that might be studied to advantage by the heads of reformatories for men as well as women. It is one of the few institutions in the country that does not allow itself to be balked in the establishment of modern methods and the application of progressive and forward-looking ideas by the handicaps of an antiquated plant.



## MASSACHUSETTS REFORMATORY WEST CONCORD, MASS.

Visited November 16, 1927.

The institution at West Concord was built in 1877 to replace the state prison at Charlestown, and was occupied as state prison from 1878 to 1884. The state prison was moved back to Charlestown in 1884 and the name of this institution was changed to Massachusetts Reformatory.

### I. GROUND AND PLANT

This is one of the best planned prison plants in New England. It was planned, and with the exception of a few industrial buildings erected, as a unit. The brick buildings with stone trimming form quite an impressive group. While the type of construction is not necessary for the kind of offenders now sent there, it appears on the whole to be as well adapted for its purposes as other reformatories built about the same period. The residence of the warden and deputy and the administration offices open into a central guard room from which the three cell houses extend, and through which access may be had to all parts of the institution except the hospital on one side and the industrial buildings on the other. The walls enclose about 20 acres.

**1. Housing**—Two of the three cell houses have 400 cells each and the third 150. The cells are 8.6" x 6 and 8 feet high. The provisions for lighting and ventilation are unusually good for buildings of this period. While there is no service corridor between the rows of cells, the plumbing has been carried down through the corners so that the cells have lavatory and toilet. The walls of the cells are painted, the spring beds are equipped with mattress, blankets, sheets and pillowcase, and each cell has a table. Nightclothes are provided.

There is a dormitory containing about 50 beds, with substan-

tially the same equipment as the cells. This is not used regularly but only in case the population exceeds the number of cells. A high standard of sanitation is maintained throughout the cell houses.

**2. Farm**—The prison farm comprises some 350 acres. The products of the dairy, piggery and farm are largely used in the prison commissary.

## II. ADMINISTRATION

**1. Control**—The control of the prison is under the supervision of the Commissioner of Corrections, who has two deputies, one related to industries and the other to parole work. The commissioner is appointed by the Governor and is a member of the Governor's cabinet. Mr. Sanford Bates has been commissioner since October, 1919. He is a lawyer by profession and had previously been Commissioner of Institutions for Boston. In addition to the general supervision the commissioner appoints the superintendent.<sup>1</sup>

**2. Supt.**—Charles T. Judge was appointed superintendent in 1921, under Civil Service, for an indefinite term of office. He had been deputy superintendent since 1917 and had had many previous years of experience in the institution and at Deer Island.

**3. Deputy**—Michael J. Dee was appointed in October, 1926. He has many years' experience in the reformatory and was in military service during the World War. The deputy is appointed by the superintendent with the approval of the commissioner.

**4. Guards**—The 70 guards, also appointed by the superintendent from Civil Service lists, work 60 hours a week, with one day off each week and two weeks' vacation.

**5. Salaries and Pensions**—The salaries paid are as follows:<sup>2</sup>

<sup>1</sup> Early in 1929 Sanford Bates resigned and Dr. A. Warren Stearns became Commissioner.

<sup>2</sup> Since the prison was visited the law regulating salaries has been changed and now provides that those of supt. and deputy shall not exceed \$5000 and \$3000 respectively, with full family maintenance. The law also authorizes the classification of guards into five classes, each with a minimum and maximum salary. Promotions will be made from one class to another as vacancies occur, and selection for promotion or increase in salary within his class will be based on the merit of the individual. Salary levels for guards will be substantially higher than heretofore.



Superintendent .....	\$4000 and house furnished and lighted
Deputy .....	2500 " " " " "
Chief clerk .....	3000
Guards .....	1600 to \$2000
Doctor .....	4000
Doctor (part time) .....	1920
Dentist (part time) .....	8.00 a day
Oculist .....	Fee basis
Parole clerk .....	2200
Parole investigators .....	1560 to 1920
Educational director .....	3400
Evening school teacher (part time) .....	4.00 per two-hour session
Chaplain .....	3000
Religious instructors (part time) .....	500 to 1800
Industrial instructors .....	1800 to 2160
Industrial shop managers .....	2760 to 3300
Stewards .....	2280 to 2640
Cooks .....	1680 to 1920

The total number of employees on the payroll is 140. Those in service before June, 1911, may be retired on one-half annual salary at 65 years of age with 20 years' service, or after 30 years' service, with the approval of Governor and Council. Those who have come into service since 1911 contribute five per cent of their salary; the state an equal amount. They may be retired at 65 after 20 years' service or after 30 years' continuous service regardless of age, upon recommendation of the head of department, and must be retired at 70 years. Any member after 30 years of service, irrespective of age, may be retired with the approval of the Governor and Council.

### III. PRISONERS

1. **Population**—On November 16, 1927, the date the prison was visited, there were 799 prisoners. The following analysis is given of the 341 prisoners received during the year ending July 30, 1927.

#### **Ages when received:**

Under 21 years .....	195
21 to 25 " .....	87
26 to 30 " .....	44
31 to 40 " .....	14
Over 40 " .....	1

**Nativity:**

Native born .....	304	Foreign born .....	37
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**Race:**

White .....	749	Negro .....	50
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**Education:**

Illiterate .....	3	Literate .....	338
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**Sentences:** The average number of prisoners for the year ending September 30, 1927, was 770. Of this number only 176 were serving definite sentences. All the other sentences were indefinite.

**2. Classification**—There is no scientific system of classification, but the men are divided into three grades, entering in the second grade and passing at the end of four months to the first, if conduct permits, or reduced to the third for misconduct.

**3. Insane**—Men adjudged insane are transferred to the state institution at Bridgewater on order of the district court, after being certified as insane by two physicians.

IV. DISCIPLINE

**1. Rules and Regulations**—A manual is supplied each of the prisoners giving the general rules in regard to conduct, the routine of the industries, and conditions of parole. The rules as a whole are somewhat more detailed than those ordinarily found today in similar institutions. There is no silence system. Books, papers and magazines may be received from the publishers. Visits of an hour's duration, from relatives only, are permitted inmates in the first grade each month, and those in the second grade every two months. One letter a week may be written by men in the first grade, one every two weeks by men in the second. Smoking is permitted in cells only. One package of tobacco is supplied weekly.

**2. Punishments**—Loss of privileges is commonly used for lesser offenses and also loss of marks, which affects the date of parole. For more serious offenses men may be confined in the detention cells, of which there are 72, built when the institution was planned for a prison. These cells are 11 x 12, and while quartered here the men have the usual bed equipment and diet, except those who re-



fuse to work. Repeated offenders are referred to the psychiatrist for examination.

## V. HEALTH

1. **Hospital**—The hospital occupies a separate building and has a capacity of 50 beds distributed in one ward of 20 beds, two of ten beds each, and five rooms of two beds each. The equipment is modern and well cared for. An operating room is equipped for major surgery. The laboratory makes urinalyses and examines smears. There is no X-ray equipment, all such work being sent to the Massachusetts General Hospital, Boston. A diet kitchen supplies the patients and attendants.

2. **Medical Staff**—Two physicians, one of whom is the psychiatrist and medical director on full-time basis, the other serving half-time and doing the major surgery, are attached to this hospital. A part-time dentist, a full-time nurse and seven inmates complete the personnel.

3. **Medical Examination and Care**—On admission an inmate is given a physical examination with Wassermann tests, and dental and eye examinations. His physical condition is again determined upon release. The dentist spends two days weekly at the prison. Eyes are examined by an optometrist.

Tuberculous inmates when discovered are transferred to the prison farm hospital at Rutland. Venereal cases are placed under intensive treatment, and isolated if in a stage where the disease is communicable by ordinary contact.

4. **Psychological Work**—The mental condition of each inmate is studied carefully during his stay in prison. A psychometric measurement and some psychiatric examinations are given to all. The Binet Simon test, and other special tests devised by the psychiatrist, are used.

5. **Commissary**—The mess hall is located under the chapel. The lighting and ventilation are quite adequate. The men are seated in chairs at tables facing both ways. White mugs and aluminum dishes are used. The food is brought to the table in large dishes and served out to each table by the inmate at the head of it. The dietary is varied and apparently well suited to the inmates' needs. Hot cocoa is served

daily for supper, fruit semi-weekly, and vegetables as the supply permits. A pint of milk is served to each inmate daily. Food is not rationed. An institution dairy herd supplies all the milk used. The kitchen and bakery are well equipped and the personnel selected from those free of communicable disease. In addition to the preparation of the usual meals a great deal of canning is done in the kitchen.

The toilet and washroom facilities are built in an adjoining room. All windows and doors are screened and unusual attention is given to keeping out flies. The sanitary condition of the commissary department on the whole is very good.

**6. Baths**—There are 79 showers in the bath house. The bath schedule for the general population is two a week in summer and one in winter. The commissary men and those working in the coal gang may bathe daily.

**7. Recreation**—The schedule provides for half an hour four days a week; an hour and a half Wednesdays and Saturdays, and an hour on Sundays and holidays. Equipment is provided for baseball, soccer and basketball. Games with outside teams are played. Recreation is in charge of one of the officers, who arranges the schedule. Supplies are purchased by the state.

**8. Entertainment**—Movies are shown twice a month in winter, and on holidays. The chaplain provides an entertainment for the first grade men on Sunday afternoons, and on Monday evenings there is a club of about 250 inmates who have perfect records. This club elects its own officers who plan their programs and carry on the club activities. There is also a prison orchestra and band.

## VI. INDUSTRIES

**1. Workshops**—The workshops are erected at one side of the institution, and while hardly up to modern factory standards, as a whole provide good working conditions.

**2. Character**—All of the industries are on the state-use basis, though the law permits the selling of the surplus on the open market.

**3. Employment**—The industrial distribution on November 16, 1927 was as follows:



Cloth industry .....	255	Farm .....	35
Furniture .....	77	Maintenance .....	373
Chair caning .....	8	Sick and idle .....	42
Printing .....	9		

The number of men employed on the farm varies from 35 to 100. The men are taken from all details for the farm work.

**4. Vocational Training**—Some of the shops offer opportunity for vocational training. In addition there are trade schools which are conducted for this purpose.

**5. Compensation**—There is none.

## VII. EDUCATION

**1. Library**—There are about 5800 books in the library, which is adjacent to the chapel entrance. The circulation is 900 books a week. There is no regular appropriation for new books but the institution subscribes for 37 current magazines. The State Library Commission gives advice and suggestions but exercises no definite supervisory control. The library is in charge of the chaplain.

**2. School**—Academic instruction is compulsory for all who have not completed the eighth grade. About 400 are enrolled on this basis in classes covering the eight grades, and about 100 in voluntary classes in civil government, mechanical drawing and bookkeeping. School is held four evenings a week from 6.30 to 8.30 during ten months of the year. Each individual attends on at least two of the evenings. Teachers from the local schools are employed, and the whole educational program is headed by the Director of Schools and Vocational Training. There is a special building for the "school of letters" connected with the cell house. Inmate assistants are used, especially in individual work with men who are backward or illiterate.

In addition to the industries there are shops which manufacture articles for sale but are operated primarily as trade schools. The project method is used and large quantities of toys and useful articles in both wood and metal are made, for the most part from waste material. The machinery is constantly being added to and the effectiveness of the shops increased, both by changed equipment and

improved methods. The major trade shops are the sheet metal shops, brick laying and cement work, finishing department, forge shop, sloyd shop, paint shop, plumbing shop and print shop. The last named does a considerable amount of state printing, and all the shops do state-use as well as state-account work. So far as possible the maintenance details, industries and farm work are operated to give some vocational training, and the academic and trade instruction are correlated. The educational director is a trained trade school man and the parole board adds stimulus to the work by taking definite account of educational progress.

### VIII. RELIGION

1. **Chapel**—The chapel, located on the second floor over the mess hall, is well lighted and ventilated and has a seating capacity of about 1000. Raised seats are placed for the five guards on either side of the chapel. The room is supplied with a pipe organ and the general atmosphere lends itself to religious services to an unusual degree.

2. **Chaplain**—There is a full-time chaplain.

3. **Services**—Protestant and Catholic services are held each week. Jewish services are held semi-monthly.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men for the duties of citizenship.

### X. PAROLE

During the year ending September 30, 1927, 549 inmates were paroled; of these 213 were declared violators.

### XI. Cost

Gross cost for year ending 9/30/27	.....\$387,470.00
Earnings	..... 89,053.00
Net cost	..... 298,417.00



## COMMENT

This reformatory has the misfortune, like most other reformatories for men, to occupy a plant that is better suited to the uses of a prison than of a modern reformatory. The plant is well planned, however, and most of the buildings were built on a unified and coherent plan. The cells are large and are well lighted and ventilated. A high sanitary standard is maintained throughout the institution. There are sufficient cells to make doubling in cells unnecessary. Individual toilet facilities have been provided, and other shortcomings of the plant as originally designed have been met as far as possible. A school building and shops that supply satisfactory working conditions have been added to the original group.

The Concord plant is superior to that of any other state penal institution in Massachusetts. On the whole it compares favorably with other institutions built fifty years ago. The defects of such institutions from the standpoint of modern reformatory standards are obvious. It seems certain that dormitories of the type found in the new Indiana Reformatory for Men, properly controlled, supply more valuable training in group living and in self-control than individual cells do. There should also be in any institution of this type a section, either on the farm or just outside the walls, where considerable numbers of inmates live in comparative freedom. A system of classification cannot be said to exist in any real sense when, as here, the inmates are merely divided into three grades based on conduct. There must also be a marked differentiation in the mode of living and in the amount of freedom from the restrictions that are characteristic of prisons and, to a less extent, of reformatories.

Concord has had the benefit of a continuous policy, both the superintendent and deputy having had unusually long terms of service here. Their direction of the institution appears to be intelligent and progressive and they have received excellent cooperation from the state authorities. The salary scale and the generous provisions of the Massachusetts pension system have undoubtedly served to attract and hold a higher type of guard and instructor than is usually found in similar institutions.

In recent years increased use has been made of the contribution

that psychology and psychiatry can make to the understanding of the individual prisoner and to the prescription of the work, education and discipline for which each case calls. The chief medical officer is a psychiatrist, one of the few to be found in the reformatories of the country.

In view of the acceptance of a scientific attitude which this indicates, there are curious remnants of the unnecessarily restrictive rules that one associates with less progressive institutions. The restrictions on letter writing, visiting, smoking and outdoor recreation are greater than seem necessary or desirable. While the provision for daily outdoor exercise is wise the amount of time allowed is small. For inmates of reformatory age outdoor recreation is especially valuable and finds ample justification not only in its effect on physical and mental health but also on morale. Many prisons have a more liberal recreation schedule than this reformatory has, and impose less restrictions on letter writing and visits. In general, it seems a safe conclusion that the rules of an institution should be such as to make life as nearly normal as possible, with no more restrictions than are necessary to insure the safe-guarding and well-being of the inmates.

The industries at Concord benefit from the attention which has been given by the state authorities to establishing a combination of the state-use and state-account systems. The two major industries have vocational training value and give employment to half the inmates. They should be closely correlated with the program of vocational education, as should all the maintenance details which have training value. It would furthermore promote the program of vocational training if the industries were more numerous and more varied and if the farm program were extended to give employment and training to a larger number. The print shop deserves liberal treatment from those who have state printing to do; it can become one of the most valuable departments of the reformatory.

Since the appointment of a Director of Schools and Vocational Training, with unusually good training for the position, the program of vocational training through shops organized as trade schools has been greatly stimulated. The use of the project method and the emphasis on the production of salable articles, rather than on



the completion of the series of unproductive exercises, have given the work of the trade classes significance for the inmates. Appropriations for new equipment and for additions to the staff of instructors should be granted liberally by the legislature. Several trades that are not now taught should be added to the list, notably that of automobile mechanic. This trade appeals to young men more than most others and there is a steady demand for men well trained in it.

A selective system of academic education would probably prove more successful than the present blanket system, under which all those who are under 21 years of age and have not completed the eighth grade are required to attend school. For large numbers this is likely to be little better than a part of the penal routine; to be gone through with little interest and effort. A plan of educational guidance should be adopted in which the type and amount of academic education that each individual requires is determined by a trained expert who takes into full account the vocational interests of the inmates. The methods of teaching should be those of the school for adults rather than for juveniles, and it should not be assumed that the needs of every inmate can be met by giving a standard eight-grade course. Very much less than that will suffice for many if its relation to the life interests and especially the job interests of the inmate are carefully worked out. For others, more than the eighth grade work is needed. There should be considerable expansion at this reformatory of the advanced and special courses studied on a voluntary basis. Greater use should be made of the excellent correspondence courses offered by the Extension Division of the State Department of Education; they have been found especially well suited to the needs of prisoners. With such courses, however, a system of local supervision, help and follow-up is essential. The state might well consider supplying them without charge, as the University of California does to the inmates of the prisons of that state.

The use of the evening hours for school is wise, as is the employment of local teachers on a part-time basis. It is certain, however, that the full development of an effective educational program will be retarded until there is a resident staff of academic teachers as well as vocational instructors.

The chief function of a reformatory is to fit its inmates for law-

abiding and useful lives after release. They need self-control, self-reliance and an understanding of their proper relation to their immediate fellows and to society as a whole. There is comparatively little in the program of this institution that tends to develop these qualities. The club which inmates with satisfactory records are allowed to join and manage recognizes the principle on which inmate community organizations are based but it represents only a short step toward the application of that principle. Less emphasis on regimentation and routine and greater emphasis on the acceptance of good work and good conduct as a community responsibility would provide better training for the actual business of living than the present system, which appears still to be tinged with the ideas of the last generation.

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The following statement is printed at the request of the Superintendent, Charles T. Judge:

"Re the comment on the relative merits of cells and dormitories, the opinions of those who have had experience with both are by no means unanimously in favor of dormitories. The lack of privacy for any purpose, either study, reading, personal letter writing, attention to religious duties, or thoughtful consideration of plans for the future, may be a serious obstacle to improvement; and on the other hand the opportunities for immoral practice and the exercise of other detrimental influences by the evilly disposed are all serious definite objections to the dormitory system. Good training in group living derived from it is more theoretical than real. I believe in properly controlled dormitories for juveniles—10 to 15 years perhaps—but for the type and age of our average inmate, fifteen to thirty years, and averaging between twenty-one and twenty-two, I believe the confinement in cells far preferable.

"I agree that a suitable building outside the walls, where carefully selected men could be held under conditions as near to those of normal living as possible, would be a fine thing; but unfortunately the public is not willing to assume the financial responsibility of such an arrangement.

"In the same paragraph reference is made to 'a marked differentiation in the mode of living' etc. Such a differentiation among pris-



oners confined in the same institution contains so many harmful elements that the net result is detrimental to a good spirit among inmates, and it is the writer's belief that special privileges should only be granted for unmistakable effort for good deportment, for self-improvement, and a cooperative spirit toward the common welfare.

"Your comment refers to 'curious remnants of unnecessarily restrictive rules,' namely, on letter writing, visiting, smoking, and outdoor recreation. Of course, in our judgment, formed by and after long experience, our system is no more restrictive than the wise training of our inmates and the welfare of the public demands. Too much liberty, too many privileges, may easily remove the deterrent element from confinement, making of it a penalty for misdeeds too easily borne, and therefore soon held in contempt. It is easy to go so far in granting privileges that we find ourselves continuing in prison, indulgences which contributed to the delinquency of our inmates.

"Re outdoor recreation: Our men have six hours recreation in the open air, distributed over the seven days of the week, and the extremely good health shown by the medical records of our inmates seems an indication that it is sufficient. Since the time of the visit of your observer we have broadened and organized our recreational activities in an effort to hold the interest of the men and prevent the favorite prison pastime indulged in by the older, more experienced, of recounting past exploits, real or fancied, for the benefit of the younger and less sophisticated.

"We must disagree entirely with the view, 'that a more selective system of academic education would prove more successful.' Knowing our inmates intimately we are following a procedure in our academic classes that seems wise and beneficial to us, and is there not at least a strong probability that familiarity with the individuals and their needs, has shown us more clearly the proper course to take, than information casually gathered could qualify your observer to decide, or judge of?

"We would be interested to learn how the person who wrote the comment on the Massachusetts Reformatory had the opportunity to form his judgment that 'there is comparatively little in the pro-

gram of this institution that tends to develop the qualities of self-control, reliance, and understanding of their proper relation to their fellows and society.' That statement seems to leave very little to be said for the reformatory, or the judgment of its managers, as a reformatory agency, but we trust there may be other opinions as to that. This does not seem to be the time to enter upon what would of necessity be a lengthy argument on the subject, but the writer would give as his opinion, that the personal contact between prisoners and those who have immediate charge of them must ever be one of the strongest, if not actually the strongest, influence for good or evil which touches him during his confinement, and knowledge of that fact has caused us to look very carefully into the character of our employee personnel and shape our practice to conform to our conviction. That influence, if wisely applied, will be far more potent as a fixative of the principles of good citizenship in the minds of young prisoners, than any form of inmate participation in management, or of prisoner organizations governed by prisoners can possibly be. We depend upon it for a large measure of whatever of success we may achieve.

"You say truly, that we 'recognize the principle on which inmate community organizations are based,' and we were among the first, years ago, to place the principle in practical use on a much larger scale than we now use it. Inmate-governed organizations were given a thorough tryout over a period of years, but it finally became so evident that the net result was not beneficial that we gradually worked away from it, and full responsibility for the teaching functions of the reformatory was brought back into the hands of those who are trained for it, and able to exercise it for the welfare of all.

"The age of inmates has nothing to do with the question as to whether he shall go to school or not; the amount or lack of education decides that. All inmates are classified as to mentality, but the classes are not segregated."



## MICHIGAN

### GENERAL STATEMENT

The penal institutions of the state are under the general control of the State Prison Commission which has five members appointed by the Governor, with the consent of the Senate, for an indefinite term. The members are as follows:

Coleman C. Vaughan, St. Johns, Chairman  
John W. Miner, Jackson, Secretary  
John P. Gates, Port Huron  
John J. Pascoe, Ishpeming  
Daniel O. Collins, Detroit

The commission holds its meetings at the different institutions. By an arrangement among the members of the board, certain members are charged with special responsibilities for a particular institution. The members are allowed \$10 a day and expenses while engaged on the work of the commission. This board handles the purchasing for all the state institutions and some of the sales of the manufacturing departments of the prisons.

The parole work of the state is in charge of the Commissioner of Pardons and Paroles, Arthur D. Wood. During the year 1927, 784 men were paroled from Ionia, 799 from Jackson and 56 from Marquette. A special report of the commissioner issued January 7, 1928, contains a discussion on the parole problem in the state, as well as other important questions, which deserves wide attention from the citizens of Michigan and should be suggestive to citizens and officials of other states.

The women prisoners of the state are cared for at the Detroit House of Correction.

Michigan is one of a very few states which make no provision for officials to attend meetings of the American Prison Association or similar gatherings. States having far less wealth, population and smaller penal institutions find it worthwhile to give their officials an opportunity to meet officials of other states and share their experiences. Michigan might well revise her policy in this respect.

## MICHIGAN REFORMATORY IONIA, MICHIGAN

Visited May 9, 1928.

This institution was started in 1876 and occupied in 1878. It was for many years called the State House of Correction and Reformatory but is now the Michigan Reformatory. It is situated about one mile out of Ionia.

### I. GROUND AND PLANT

The buildings, mostly constructed of brick, are in type and arrangement in advance of many old prisons, yet as a whole are hardly modern in this respect. All of the housing buildings are connected by a corridor or common rotunda but the commissary department, hospital and other buildings are in the prison yard and not connected with the main building. Some of the factory buildings are of concrete and modern in design and construction; others are wooden buildings of an earlier period.

The wall encloses 15 acres.

1. **Housing**—There is one cell house in which 84 cells, 8.6" x 6.6" and 8 feet high, are arranged in two tiers. These are used largely for quarantine purposes. Dormitories are used for housing the general population. There are seven of them which open into the central rotunda. Each houses 180 inmates. Spring beds are equipped with mattresses, blankets, sheets and pillow cases. Beside each bed is a box and chair. At the end of each of the dormitories is a washroom with lavatories, toilets and showers. Each dormitory has a large number of windows.

2. **Farm**—The state owns 1,170 acres, 350 of which is bottom land. Extensive farming operations are carried on and the farm buildings and grade of stock would compare favorably with any institution in the country.



## II. ADMINISTRATION

1. **Control**—(See General Statement on Michigan.)

2. **Warden**—Charles Shean was appointed warden in December 1922 for an indefinite term of office. He had experience as police commissioner of Kalamazoo and was deputy warden for five years at the Jackson prison.

3. **Deputy**—E. M. Haight was appointed deputy warden in 1922. He had 33 years' experience in the reformatory, having been assigned at one time or another to every guard position in the institution.

4. **Guards**—There are 119 guards in the institution in addition to those in charge of farming and highway road camps. The guards work 12 hours a day, have every other Sunday off and two weeks' vacation. There is a dormitory for single guards and an officers' mess. One meal a day is served.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$4000	quarters and maintenance
Deputy .....	2500	quarters and part maintenance
Asst. deputy .....	1800	
Guards .....	1300	one meal; dormitory for single guards
Chief clerk .....	3200	
Doctor .....	4000	
Asst. doctor .....	2500	meals and quarters
Dentist (two-thirds time) .....	2000	
Oculist .....	On a fee basis	
Factory supt. ....	5000	
Sales supt. ....	3000	
Shop foremen .....	1500 to 2000	
Farm supt. ....	2000	quarters and part maintenance
Steward .....	2000	quarters and maintenance
Trade school supt. ....	3000	
Chaplain (part time) .....	300	

The total number of employees on the payroll is 200.

There is no pension system.

## III. PRISONERS

1. **Population**—On May 7, 1928 there were 1,853 prisoners. The following analysis is given of the 1,530 prisoners received during the fiscal period ending January 1, 1928:

**Ages when received:**

Under 20 years .....	635	30 to 39 years .....	223
20 to 24 " .....	287	40 to 49 " .....	82
25 to 29 " .....	262	50 and over .....	41

**Nativity:**

Native born .....	1389	Foreign born .....	141
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The foreign born were from the following countries:

Austria .....	12	Poland .....	32
Canada .....	26	Russia .....	12
Italy .....	16	Balance from 8 foreign countries...	32
Mexico .....	11		

**Race:**

White.....	1414	Negro.....	110	Other races.....	6
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**Education:**

Illiterate .....	95	High school .....	694
Public school .....	720	College .....	21

**Sentences:**

No. on Determinate Sentence....	28	No. on Indeterminate Sentence...	1502
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The large majority of these sentences are five years and under.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—Men when adjudged insane are transferred to the state hospital, also situated in Ionia.

## IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence system. Inmates are permitted to write two letters a week. Magazines, books and newspapers may be received direct from the publishers. Smoking is permitted in the yard at noon and in the dormitories after the count. One-hour visits from families of inmates are permitted once a month. Inmates are permitted to purchase through the prison store tobacco, candy, etc. not to exceed \$1.50 per week.

**2. Punishments**—Loss of privileges is the most common form of punishment. For refusal to work, men are placed in one of the 20 punishment cells usually on a bread and water diet for the first



few days. The punishment cells are not dark but are not well ventilated.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate building, and has a capacity of 25 beds in four wards, two containing five beds each, and the others seven and eight.

**2. Medical Staff**—Two full-time physicians and a full-time dentist are employed and the state psychiatrist is available. Eleven inmates are assigned to hospital work.

**3. Medical Examination and Care**—Each new inmate is given a physical examination with Wassermann tests, smallpox and typhoid vaccinations and tests for scarlet fever and diphtheria. All scarlet fever and diphtheria reactors are immunized. New prisoners are kept in quarantine for 14 days.

The dentist examines all new prisoners and does any needed corrective work. The prison physician examines the eyes of all new inmates.

A special tuberculosis camp has been built about a mile from the prison. It has a capacity of 30 and receives cases from the two prisons as well as from this reformatory. It is under the supervision of the assistant physician who makes daily visits. A civilian guard is in direct charge. Daily sun baths are given under the physician's direction, but equipment for giving light therapy is lacking. A diet kitchen, with eggs and milk in addition to the regular diet, serves these inmates. The building is a wooden structure and presents a serious fire hazard.

Venereal treatment is given when indicated.

**4. Psychological Work**—Mental examinations are given by the state psychiatrist only to men up for parole and others referred by the prison physician.

**5. Commissary**—The commissary department is located on the ground floor of a separate building with the assembly room on the second floor. The hardwood tables, treated with liquid veneer, are clean and attractive. The men are seated all facing one way. The floor is constructed of red tile. No provision was made for forced ventilation in the mess hall. The kitchen and bakery located at the end of the mess hall are inadequate for the institution. Much of

the equipment for both kitchen and bakery needs to be replaced and attention given to lighting and ventilation. As a whole, the commissary department is clean and well cared for.

The diet is varied and supplemented by the farm and dairy products. Each inmate has a pint of milk with his evening meal. Fruit is served at least three times weekly. Meat, vegetables and dessert are rationed. No outside food is permitted.

**6. Baths**—Showers are located at the end of each dormitory. Access to them is permitted daily.

**7. Recreation**—Men are given the yard 40 minutes at noon during the week and Saturday and Sunday afternoons. Baseball games are played between inmate teams, and outside teams come to the prison for the Sunday game. During the winter months, inmates are given basketball two evenings a week in the assembly room. Athletic supplies are secured from profits from the inmates' store.

**8. Entertainment**—Movies are shown Sunday afternoons and occasionally lectures or musical entertainments are given. The inmates stage a show once a year for outsiders. No charge is made for admission. Shows are also given in Ionia for local charities and the Red Cross.

## VI. INDUSTRIES

**1. Workshops**—The furniture and chair shops are located in buildings which compare favorably with modern factory standards. The furniture factory is equipped with machinery of the latest type. The shirt shop located in the old hospital is fairly well lighted but needs forced ventilation and an indirect lighting system.

**2. Character**—The chair and furniture shops are run on the state-account plan and the shirt shop on a "selling agreement."

**3. Employment**—On May 7, 1928, the population of 1,853 was distributed as follows:

Shirt factory .....	716	Prison hospital .....	11
Chair factory .....	159	Hospital annex .....	39
Furniture factory .....	76	Road camps .....	313
Soap factory .....	12	Quarantine and not assigned.....	125
Tailor shop .....	21	Maintenance details .....	306
Farm .....	75		



**4. Vocational Training**—In addition to the vocational school, the chair and furniture shops especially and some of the farm details give considerable opportunity for vocational training.

**5. Compensation**—Men working on maintenance are paid a minimum of ten cents a day, a few receiving 25 cents; in the furniture and chair factory, 25 cents a day; and in the shirt shop 40 cents if the task is completed, as it usually is. Men working on the state highway road camps receive \$1.00 a day. In February, 1928 men in the furniture factory received \$732.09; in the chair factory \$909.69, and in the shirt factory \$6,375.50.

## VII. EDUCATION

**1. Library**—There is a fair library of 5,000 volumes with a circulation of 500 a month. It is situated in the rotunda gallery. There is no regular appropriation but new books consisting largely of standard sets have recently been purchased. In the tuberculosis camp there is a small collection of standard sets, all new.

**2. School**—There is no academic school.

A trade school occupies a separate building and enrolls 26 men. It is in charge of a technically trained man. Automobile repairing, battery service, electrical work and printing are taught.

## VIII. RELIGION

**1. Chapel**—The large room over the mess hall is used as a chapel and also for recreation and general assembly.

**2. Chaplains**—There are two part-time chaplains.

**3. Services**—Protestant and Catholic services are held weekly.

**4. Other Agencies**—Christian Science and the Salvation Army services are held regularly.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train men for the duties of citizenship.

## X. PAROLE

(See section on Parole under General Statement on Michigan.)

## XI. COST

Gross cost for year ending 6/30/28....\$657,785.48

Daily gross per capita cost ..... .95

\$10,989.27 of new construction is included in the above figure.

## COMMENT

This is one of the few institutions in the country to use the dormitory system entirely for housing inmates, with the exception of one cell house used for quarantine and punishment purposes. One hundred and eighty men are housed in each of the seven dormitories. The arrangement in Pendleton, Indiana, where the dormitory space is cut up into small units by using glass partitions, has advantages not found in this institution. The Pendleton plan not only makes supervision easier but lends itself to classification and even to segregation, if desired. In spite of the many objections raised to the dormitory method of housing prisoners, the use of dormitories is increasing. The experience of this institution and others which are using dormitories on a large scale should show in a few years how far they may be used satisfactorily.

The installation in each dormitory of batteries of shower baths, as well as washing and toilet facilities, takes out of the prison routine the bath period which in so many institutions breaks into the work-day. This arrangement makes it possible for men who wish to bathe daily to do so without difficulty.

The mess hall with its red tile floor and excellent tables is unusually attractive for an institutional mess hall. The need for a new kitchen in which proper lighting, ventilation and new equipment are provided is both obvious and urgent.

Despite the rapid increase in population there appears to be less idleness than in other institutions of this state. The furniture and



chair factory and the farm work are excellent but it is unfortunate that so large a percentage of the men have to be used on the sewing industry. While better than idleness, this is one of the poorest uses to which male prisoners' labor can be put, especially in a reformatory where the inmates as a whole are young men. Other industries should be developed to take the place of the sewing industry as soon as possible. In this institution the working conditions for the most part are quite satisfactory, although parts of the sewing industry are not housed in nearly as good buildings as the other industries. The system developed for paying inmates for work done, as outlined in Section VI of this Report, is interesting.

The principle that a reformatory should supply both academic and vocational instruction to its inmates is not recognized in the program here. Some of the work, especially that on the farm and in the furniture shops, has pronounced vocational training value, but the small trade school for less than 30 men should be expanded to teach skilled trades to all those capable of learning them. A school giving academic education, at least through the eighth grade is a recognized part of the modern reformatory program, and can be found in most of Michigan's neighboring states.

The library is large but new books have not been purchased judiciously. Several splendid sets have been bought recently at considerable expense, but they are the types of books that prisoners seldom read. There is at the same time a shortage of books that are in general demand. At the tuberculosis camp this situation is even more marked, the small collection there being exclusively composed of too "high brow" books.

The hospital facilities are entirely too small for the population served. The X-ray equipment is inadequately housed and presents a constant danger to those who use it, because of lack of proper protection. Only emergency surgery can be done, leaving all the needed corrective surgery undone because of lack of room.

The tuberculosis camp should be enlarged and equipped with heliotherapy apparatus. Buildings of permanent type should replace the present ones, which constitute a grave fire hazard. The diet should be liberalized by the increased use of butter, eggs and meats.

There is opportunity for better cooperation between the medical,

commissary and disciplinary departments. Little use is now made of the physical findings in placing the inmate in his prison work regardless of the handicaps from which he may be suffering.

The mental examination should begin with the new prisoner instead of waiting until he is ready for parole.

The routine examination of incoming men for diphtheria and scarlet fever is a commendable procedure. By so doing epidemics of these diseases are prevented.

The program of recreation and entertainment is, as it should be in an institution for younger men, varied and unusually complete. The floor of the assembly room is cleared and used for basketball two or three evenings a week in the winter, so that the benefits of athletics can be secured the year around. Volleyball and group games might well be added so as to make possible the participation of a larger number of the men.

The spirit in which the discipline is administered indicates an intelligent and sympathetic understanding of the inmates and their viewpoint, although in the minds of some of the officials the old ideas on discipline do not seem to have disappeared entirely. Vestiges of the old disciplinary ideas should not be allowed to obstruct the more modern policy that characterizes the institution generally.



## MICHIGAN STATE PRISON JACKSON, MICHIGAN

Visited May 7 & 8, 1928.

The federal government established a prison at Jackson, Michigan, in 1850 when Michigan was a territory. When Michigan was admitted to the States, the prison was taken over and the old prison at Jackson is a development of the territorial prison. The present quarantine unit was the original cell block.

About three miles out of the city the state is erecting a new prison by prison labor, with a capacity of over 5,000 men. Three cell houses are already occupied totaling 1010 cells and two others with a capacity of 920 were nearing completion when the institution was visited. The wall surrounding the institution is built and also part of the commissary department. The general location appears to be good. Extensive excavating was carried on by the former superintendent of construction. It now appears that the buildings are located eight feet below the sewer level so that it will be necessary through all the coming years to raise the sewerage by means of force-pumps.

Five of the cell houses are of the standard inside cell type, though they are fairly large and careful attention has been given to lighting and ventilation. A good quality of plumbing has been installed. The construction throughout is such that it will be easy to maintain a good standard of sanitation. All of the construction has been carried on by inmate labor under the supervision of a construction engineer.

The Governor and his council have approved the building of the other five cell houses with outside cells so that each cell will have outside ventilation, lighting, and a heating unit. It is also planned to have shower baths and places for storing clean laundry in each unit and the open space between the cells will be available for educational classes or other uses. It will still take a number of years to complete the buildings planned.

### 1. GROUND AND PLANT

Additions to the old prison have been made from time to time by buildings of different types without following any carefully developed plan. This is true not only of the cell house but of the industrial buildings which occupy most of the 20 acres within the walls. As a whole, the institution is well cared for and the dinginess of old buildings kept to a minimum by a liberal use of paint.

**1. Housing**—There are four cell blocks and one dormitory. The cell blocks vary in accordance with the period in which they were built. The cells in the old cell house are 7 x 3.4" and 6.6" high. They are poorly lighted and badly ventilated. The walls are made of thick stone and the doors narrow and heavily grated except on one side of the cell house where two cells have been made into one and plumbing put in. There are 470 cells of this type. In the cell house erected in 1904 steel was used. Iron toilets and lavatories were put in but are of a type that are impossible to keep sanitary. The 340 cells, 9 x 5.6" and 7 feet high, are arranged in five tiers, the upper tier being so close to the ceiling that ventilation is exceedingly difficult. As a whole, the cell houses are kept about as well as their type of construction will permit.

The dormitory building has 48 units each for ten men. Every unit is supplied with a toilet, lavatory and shower bath in one corner. The sections are built along the outer wall of the building so that each has outside windows. Lighting and ventilation are adequate and the dormitory as a whole affords quite good living conditions.

**2. Farm**—The state cultivates over 3,000 acres of owned and leased land. The prison dairy and gardens make a substantial contribution to the prison dietary. In summer a large cannery puts up many kinds of vegetables for winter use.

### II. ADMINISTRATION

**1. Control**—(See General Statement on Michigan.)

**2. Warden**—Harry H. Jackson was appointed in February 1925. For 17 years he had been with the Detroit police working up through the ranks to director of traffic. He organized a state constab-



ulary and was its head for a year and a half, when he was appointed warden.

**3. Deputy**—E. K. Riley was appointed deputy warden in February 1922. He had served as a guard and assistant deputy and had been in the service of the institution for nearly 20 years.

**4. Guards**—In the prison proper, the annex and various other parts of the prison there are 185 guards. They are appointed and discharged by the warden. They work about 12 hours a day with one day off a week and 14 days' vacation a year. One meal is provided and \$50 allowance is made for uniforms.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$7500	quarters and maintenance
Deputy .....	3000	quarters and part maintenance
Asst. deputies .....	2280	
Guards .....	1450 to 1650	
Doctors .....	5000	
Asst. doctors .....	3500	
Dentist (part time) .....	1800	
Chaplain .....	3500	
Chaplain (part time) .....	600	
Supt. of industries .....	2500 to 4500	
Shop foremen .....	1400 to 2500	
Farm supt. ....	3000	
Stewards .....	1600 to 2500	
Engineer .....	3000	
Asst. engineer .....	1500	

A number of the employees live in state-owned houses and receive heat and light in addition to salaries.

The state law makes no provision for pensions.

### III. PRISONERS

**1. Population**—When the prison was visited there were 3831 inmates.

The following analysis of the population of 3841 prisoners is taken from the report of June 1928.

#### Ages when received:

Up to 20 years .....	394	31 to 40 years .....	973
21 to 25 " .....	920	41 to 50 " .....	403
26 to 30 " .....	904	Over 50 " .....	247

**Nativity:**

Native born .....	3194	Foreign born .....	647
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The foreign born were from the following countries:

Austria .....	47	Mexico .....	47
Canada .....	145	Poland .....	107
England .....	23	Russia .....	30
Germany .....	26	Roumania .....	11
Greece .....	21	Scotland .....	11
Hungary .....	16	Balance from 26 other countries...	98
Italy .....	65		

**Race:**

White.....	2819	Negro.....	961	Other races.....	61
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**Education:**

Illiterate .....	562	High school .....	463
Grammar school .....	2721	College .....	95

**Sentences:** All Sentences are Determinate.

Under 5 years .....	2243	Bet. 21 and 30 years .....	10
Bet. 5 and 10 years .....	1253	50 years .....	1
" 11 and 20 " .....	171	Life .....	163

Of the 3841 men accounted for in this report, 1989 were first offenders.

Capital punishment has not been in use in Michigan since 1847.

**2. Classification**—There is no scientific system of classification. The general plan of the new prison will afford facilities for this.

**3. Insane**—Men when adjudged insane are transferred to the state hospital at Ionia.

## IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence system. The rules are few in number, and general in their nature. Magazines, books and newspapers may be received direct from the publishers. Letters may be written but once a month. Smoking is permitted in the cells and in the yard after the noon meal. One visit of one hour's duration is allowed a month. Purchases are permitted, not exceeding \$1.25 a week, at the prison store.



**2. Punishments**—Loss of privileges is used but little; loss of "good time" is more commonly used. Reprimands are largely used for the lesser offenses. Men are placed in their own cells for three days or confined to punishment cells for several days. When in detention cells, the regular diet is bread and water with one full meal every fifth day. About 60 men a month are confined in the detention cells.

## V. HEALTH

**1. Hospital**—The hospital facilities are divided between the main and the new prison. The facilities at the main prison consist of 30 beds distributed in rooms containing from two to nine beds each. A well-equipped operating room is available for major surgery. X-ray equipment with fluoroscope, laboratory facilities for urinalyses and blood counts, and diet kitchen are also available.

At the new prison a temporary hospital is maintained. Here minor surgery is done and cases of illness treated unless they are of more than usual severity. Such cases, also all major operations, are sent to the hospital at the main prison. A special effort is being made by the present physician to do as much corrective and reparative surgery as possible.

A hospital is planned at the new prison which will not only serve the needs of corrective medical and surgical treatment, but will also provide facilities for the proper examination and classification, both mental and physical, of all men committed to the prison.

**2. Medical Staff**—Two full-time physicians, two part-time dentists, and ten inmates comprise the personnel. The state psychiatrist visits the hospital at regular intervals to examine special cases.

**3. Medical Examination and Care**—Incoming prisoners are given a physical examination. Wassermann tests are made and small-pox and typhoid vaccination given. The typhoid vaccination is repeated every five years on long-term prisoners. New prisoners are kept in a section of a cell block reserved for them for a period of from two to three weeks.

At each prison a dentist spends a half of each day. He sees all new inmates, cleans and extracts teeth, and notes such additional work as is needed. The prison physician examines the eyes of in-

mates on complaint only. A special effort is made to correct physical defects and impairments while the inmate is serving his time.

Facilities do not permit of the hospitalization of tuberculous inmates. Known cases are permitted to use the yard during favorable weather. A few only are on a supplementary milk diet. Seriously ill cases of tuberculosis are usually given a "medical parole" so that they may not die in prison. Venereal cases are placed under treatment.

**4. Psychological Work**—The state psychiatrist gives a mental examination to inmates up for parole or for release, also special cases as referred by the prison physician. Mental examinations are given preceding release from prison, rather than on admission.

**5. Commissary**—The commissary department is housed in a separate building in the yard. A high standard of sanitation is maintained throughout the department. The natural lighting and ventilation are good. The equipment is satisfactory. The mess hall tables are made of maple strips like a bowling alley and have a surface dress so that they are not only sanitary but attractive in appearance. Men are seated at both sides of the tables.

While varied, the diet is heavy for the inmates' needs, as many of them are unemployed. Vegetables are freely served, meat only is rationed. The prison has a vegetable garden which adds greatly to the variety of the menu. Outside food is not permitted, although inmates may purchase from the commissary store goods to the value of \$1.25 weekly.

**6. Baths**—In addition to the 51 showers in the bath house, there are baths in each dormitory unit and the quarantine section. The bath schedule calls for but one bath weekly.

**7. Recreation**—Men have 25 minutes in the yard after the noon meal and several hours on Saturday and Sunday afternoons. On Saturday afternoon an inside baseball league plays and on Sundays games are played with outside teams. Recreation is supervised by an assistant deputy. Equipment is purchased out of the profits of the prison store.

**8. Entertainment**—One movie show is given weekly. Three showings of each film are required at the prison to give the entire population an opportunity of seeing it. The films are also shown at the new prison and at the annex where cement is made. There is a



radio in the hospital and at the farm but none for the general prison population.

## VI. INDUSTRIES

**1. Workshops**—The industries are housed in buildings of various ages and types in the yard. Some of them afford good working conditions, others are a bit crowded and some are quite out of date.

**2. Character**—Most of the industries are on the state-account basis; one of them is run on what closely resembles a contract.

**3. Employment**—The industrial distribution of the 3831 inmates on May 7, 1928, was as follows:

Stamp and enamel plants.....	37	Brick and tile industries .....	3
Granite industry .....	50	New prison .....	1032
Cannery .....	7	Cement plant .....	199
Twine mill .....	112	State highways .....	244
Machine shop .....	12	Maintenance .....	393
Brush shop .....	21	Construction .....	27
Chair shop .....	46	Under punishment .....	30
Textile shop .....	128	Sick .....	52
Printing shop .....	14	Disabled or unfit .....	170
Wood shop .....	12	Idle .....	1137
Farm .....	105		

This institution has followed the wise policy of making public the number of idle men rather than concealing it. The number of idle are indicated by a distribution chart placed in the prison where it may be seen by everyone. It is shown in the monthly printed report which is sent officials and distributed through the state.

**4. Vocational Training**—The new construction work and many of the industries offer considerable opportunity for vocational training but no systematic effort has been made to utilize the industries for this purpose.

**5. Compensation**—Men at work receive a minimum of ten cents a day, a few as high as \$1.00 a day. The following average is given for typical industries:

Coal dock .....	10 cents	Twine mill .....	16 cents
Library .....	40 "	Machine shop .....	36 "
Stamp plant .....	52 "	Road camp work.....	5 to 10 cents
Enamel plant .....	45 "		an hour

The total wages paid in February, 1928, was \$8,467; in March, 1928, \$9,136.

## VII. EDUCATION

1. **Library**—In the old prison there is a rather poor library in a crowded room. The chaplain has charge. There is no appropriation and books are received only by gift. There are 5,000 books and a weekly circulation of 750. Prisoners may join a magazine club for \$2.50 a year. This receives 100 copies of 35 magazines. In the new prison a separate branch library has been started and some new books have been acquired.

2. **School**—There is no school. The schoolrooms at the old prison are used as dormitories. There will be ample quarters for educational work at the new prison.

Of the 3,800 inmates about 350 are taking correspondence courses; 50 of these take courses owned by the prison. These are in charge of a prisoner who is a university graduate. All educational work is supervised by the chaplain.

## VIII. RELIGION

1. **Chapel**—The auditorium is used for entertainments as well as for religious services. While quite inadequate in size, it is not unattractive and is well lighted and ventilated.

2. **Chaplains**—There is a full-time and part-time chaplain.

3. **Services**—Catholic and Protestant services are held weekly and Jewish services on special days. Attendance is voluntary.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

(See section on Parole under General Statement on Michigan.)



## XI. Cost

Gross cost for the fiscal year ending

6/30/28 .....\$1,815,737.50

Earnings ..... 195,485.01

The earnings of the institution do not become a part of the institution's accounts; they are returned to the state and the industrial earnings are left in a revolving fund. The above figures do not include the cost of construction at the new prison which during the year amounted to \$1,279,868.63.

## COMMENT

The most important thing about this prison at present is the progress being made on the new prison plant begun in 1924 and designed when completed to house 5280 men. Three cell blocks totaling 1010 cells, a dye house, and a power plant have been completed. Work is progressing rapidly on two more cell houses totaling 980 cells and on the mess halls, of which there are to be four seating 1500 each. Temporary wooden mess halls are now being used. Of the total population of 3798 on April 1, 1928, 1509 were quartered at the new prison. Congestion at the old prison, which was so serious that cots were being used in the cell house corridors, has been greatly reduced. There are still 596 men in the old wooden building at the new prison annex. At the cement plant at Chelsea there are 189 in buildings equally poor. Both sets of buildings were war-time barracks from Camp Custer. Although some men are doubled in cells at the new prison the overcrowding there is not as serious as a similar situation would be in the older parts of the prison.

The new prison plant is excellent in construction. The cells are large, light and as well ventilated as inside cells can be. The present superintendent of construction has worked out plans for outside cells in the balance of the cell houses, a plan which will give each cell excellent ventilation, as only outside cells can give, and every modern sanitary facility. The plan provides for baths in each cell house and space for handling clean clothing. The center space be-

tween the cells built along the outer walls is available for school purposes and entertainments. These cell houses appear to be the best yet devised in the prisons of the country.

The great area enclosed within the walls and the distance which one must traverse to walk from one end of the cell houses to the other present new problems of administration. Joliet has already discovered that a 60-acre enclosure is not easily supervised. The Jackson officials are fully alive to this problem. The other danger involved in prisons of this size is that the individual will be completely submerged. In a prison of over 5000 inmates anything but blanket treatment seems impossible unless an unusually large and high grade staff is installed and a careful classification system developed.

There are no significant changes at the old prison. The plant is old and should not be used any longer than is necessary. It is kept up to a high standard of cleanliness, however, and everything possible is done to make the quarters livable. The dormitory units housing ten men each are an interesting feature of this prison.

There is only one modern and fireproof shop at the old prison, but the industries themselves are good and represent an unusual variety. The manufacture of aluminum ware has been recently abandoned, but a new industry, the manufacture of metal chairs, has been added. The efforts of outside interests to close the profitable brick plant operated by the prison were at last successful. This industry, which taught many men a useful trade and which was operated without guards, was one of the most valuable features of the industrial program. The system of pay at Jackson, providing for both those in the industries and those on maintenance, is on a good basis.

In spite of diversity of industries and the large number of men used on construction work, there is a tremendous amount of idleness. On April 1, 1928, the total number of men carried as unassigned was 1,426. This prison differs from most institutions in bringing the number of unemployed to the attention of the public rather than hiding a fact which cannot properly be charged to themselves. The number of idle men at Jackson is reduced during the summer months, when an excellent road program employing 500 to



600 men is in full operation. The farms employ 202 men and new construction over 700.

The discipline does not appear to be unduly repressive, and the period of outdoor recreation apparently has a good effect on morale. The unassigned men, however, should be allowed more time outdoors than they now are. The injury done by long hours of idleness in cells cannot easily be overestimated. Its evil effect is reduced somewhat if men are not kept in old cells and dilapidated dormitories any more than is necessary. The number of punishment and isolation cells is large but they appear to be used with reasonable discrimination. The punishment cells are darkened only if the inmate is noisy. An interesting feature of the prison program is the "noise hour" from 6.00 to 7.00 P. M.

Since space for schoolrooms was taken for other purposes there has been no educational work except correspondence courses supplied through the chaplain's department to about 300 men. The library is very poor, but the magazine club which the prisoners may join for \$2.50 a year supplies 35 current magazines. The religious program is also badly handicapped by lack of space. Religious services are held out of doors during the summer.

The hospital facilities are inadequate for the population served. With the completion of the hospital at the new prison, this condition will be remedied. Under present circumstances it seems that the emphasis placed upon surgical work results in some neglect of other equally important health problems.

The tuberculosis problem is practically ignored from the standpoint of helpful care to the afflicted inmates. The overcrowded condition of the tuberculosis camp at the State Reformatory precludes the use of it for cases from the prison. Facilities should be provided by the state to care for all tuberculous inmates.

The institution is in a state of transition. Fortunately progress toward the completion of the new plant is going forward rapidly. Many of the things which a prison can do for rehabilitation of its inmates can be done when the new facilities are available. Unless a greatly expanded industrial program is made possible, however, the finest constructive measures may be largely nullified by the corroding effects of idleness, the worst problem which the prison faces today.

## STATE HOUSE OF CORRECTION AND BRANCH PRISON MARQUETTE, MICHIGAN

Visited June 27, 1928.

This institution was established in 1885 and occupied in 1889 about two miles out of the city of Marquette on the southern shores of Lake Superior. The original purpose was to care for the prisoners from the Upper Peninsula. Today, however, it is also used as the disciplinary prison of the state.

### 1. GROUND AND PLANT

The administration building is joined by a corridor to the guard room in the center of the original prison. Cell houses have been added on one side at right angles to the original cell house so that they run the entire length of the prison enclosure on one side. Red sandstone was the material used in the construction of the central buildings.

Outside of the walls which enclose about ten acres a sawmill and lumber yard are located.

**1. Housing**—The five cell houses contain 720 cells. The two earlier cell blocks have no plumbing; the later ones have lavatories and toilets of a good quality and all cells now have electric lights. The cells in the original blocks are 7 x 6 and 7 feet high. In the later blocks, they are 8 x 5 and 7 feet high with full-grated fronts.

Beds are equipped with mattress, sheets and blankets and the men are allowed some freedom in the furnishing of their cells.

The section containing 48 cells for isolation and 12 for insane men has been made by partitioning off one end of a cell house. In the isolation section several men are permanently held, though given exercise twice a day in the yard. The part of the prison originally used as a punishment section now has 24 cells of modern design for quarantine purposes.



The third floor of the new factory building is being used as a dormitory. The lighting and ventilation are ample and special washing and toilet facilities have been built in one corner of the room. While the arrangement is a temporary one, it makes quite satisfactory living quarters. The men working on the farm and in the garage outside the walls are housed in dormitories near the farm buildings. They also have a small kitchen and a mess hall adjoining the dormitory.

**2. Farm**—The state owns 810 acres of which 520 are under cultivation. Most of the products of the farm are used in the prison commissary and the surplus may be sold.

## II. ADMINISTRATION

**1. Control**—(See General Statement on Michigan.)

**2. Warden**—J. P. Corgan was appointed warden in February, 1922. Previously he was in business and for 12 years was county treasurer.

**3. Deputy**—William Newcombe was appointed deputy in January, 1922. He had four years' experience as sheriff of Marquette County.

**4. Guards**—The 138 guards appointed by the warden work on eight-hour shifts. No vacation period is allowed. Mess and dormitory room are provided at \$20 per month.

### 5. Salaries and Pensions—

Warden .....	\$5000	quarters and maintenance
Deputy .....	3500	and quarters
Chief clerk .....	3500	
Keepers .....	1500 to 1600	
Guards .....	1200 to 1600	
Doctor .....	4160	
Dentist (part time) .....	1500	
Chaplains (part time) .....	600	
Shop supts. ....	2740 to 3450	and quarters
Steward .....	2400	and quarters
Farm supt. ....	2000	" " "

The total number of employees on the payroll is 155.

The state law makes no provision for pensions.

## III. PRISONERS

**1. Population**—On May 31, 1928, there were 866 inmates. The following data are given in regard to the 866 prisoners for the fiscal period ending December 31, 1928.

**Ages when received:**

Under 20 years .....	106	30 to 39 years .....	213
20 to 24 " .....	221	40 to 49 " .....	98
25 to 29 " .....	192	50 and over .....	36

**Education:**

Illiterate .....	55	Grammar school .....	637
High school .....	165	College .....	9

**Nativity:**

Native born .....	718	Foreign born .....	148
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The foreign born were from the following countries:

Austria .....	13	Poland .....	20
Canada .....	33	Russia .....	16
Greece .....	10	From 7 other foreign countries.....	33
Italy .....	23		

**Race:**

White.....	681	Negro.....	174	Other races.....	11
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**Sentences:** All are on Determinate Sentence.

Up to 5 years .....	160
Bet. 5 and 10 years .....	234
" 11 and 20 " .....	156
" 21 and 30 " .....	29
" 31 and 40 " .....	5
Over 40 " .....	4
Life .....	278

The death penalty was abolished in Michigan in 1847.

**2. Classification**—For the population as a whole, there is no scientific method of classification. Several groups, however, are segregated. There is an isolation section for disciplinary purposes and also for housing some men permanently.

**3. Insane**—Quarters adjoining the isolation section mentioned above have been arranged for the use of insane inmates for whom



the state hospital for the insane does not have proper facilities. It is not thought that the facilities to prevent escape at the state hospital are adequate to hold men of this type. Some of the insane are transferred to the state hospital by order of the State Board.

#### IV. DISCIPLINE

**1. Rules and Regulations**—Talking is not permitted in the mess hall; otherwise there is no silence system. Little restriction is placed on the sending of letters. Magazines, books and newspapers may be received direct from the publisher. On account of the location of the prison little restriction in regard to visiting is necessary. Wednesday is designated as visitors' day. Those coming from long distances are received on other days. Smoking is permitted during the yard hour and in the cells. Men are permitted to purchase a large variety of articles from the prison store. No limit is placed on the amount which may be spent.

**2. Punishments**—The usual punishments for lesser offenses is loss of privileges or "good time" or being locked in the regular cells. For more serious offenses, men are put in the isolation section for periods of from five to 60 days. The diet for men in isolation is bread and water except for three full meals every third day and on holidays. In cases of refusal to work and for certain other offenses men are cuffed to the bar during the working period.

It is planned to build a separate recreation yard possibly with a small workshop for the small number of men held in permanent isolation. These men, of course, are not on a restricted diet. They have books and magazines and are permitted to do bead or other types of work in their cells. A separate exercise yard and workshop would, however, enable the authorities to make life for this group somewhat more normal.

#### V. HEALTH

**1. Hospital**—The hospital of 26 beds is located in the administration building and occupies the old chapel. It has two wards of nine beds each and four rooms of two beds each. The operating room, X-ray equipment, and laboratory which is equipped for doing prac-

tically all kinds of clinical work, are located on what was the chapel balcony. The equipment is modern and the hospital maintained in a satisfactory state of cleanliness. A diet kitchen serves the patients and attendants.

**2. Medical Staff**—A full-time physician and a part-time dentist together with seven inmates constitute the hospital staff. The state psychiatrist makes regular visits.

**3. Medical Examination and Care**—Each new inmate is given a physical examination upon arrival, together with smallpox and typhoid vaccination, Wassermann tests and cultures from the throat, tonsils and pharynx. They are held in quarantine for 15 days. The dentist sees all new inmates and examines all inmates once every year. The prison physician examines the eyes of all the prisoners.

Tuberculous inmates are hospitalized and their diet supplemented by eggs and milk. Some of the milder cases are given light work in the yard. Venereal cases are placed under treatment.

**4. Psychological Work**—The state psychiatrist visits the prison frequently and examines all inmates up for parole and also others referred by the prison physician.

**5. Commissary**—The commissary building completed in 1926 is unquestionably one of the best arranged and equipped institutional commissaries in the country. The mess hall is lighted, well ventilated and unusually attractive for a prison mess hall. The men are seated at lacquered wooden tables facing one way. The kitchen is well arranged and the equipment is unsurpassed by any prison commissary. The storerooms, vegetable rooms and refrigerating facilities on the floor below are adequate in every way. The commissary department as a whole is such that an unusually high standard of sanitation can be easily maintained.

The diet is ample and varied. Fish is supplied from Lake Superior on the shores of which the prison is located. The prison farm and dairy supply vegetables and milk. The food is not rationed. Before men are assigned to the commissary they are given careful examination to avoid the use in the commissary department of typhoid carriers or men infected with venereal disease.

**6. Baths**—Shower baths have been placed in the unusually wide flats in front of the cells in two cell houses. This makes possible



bath periods in the evening hours so that bath periods do not interfere with work in the day. There is but one bath a week for the general population and two for the commissary and other details.

**7. Recreation**—The men have a half hour in the yard daily, three hours on Saturday afternoon, and morning and afternoon periods on Sundays and holidays. Baseball, football, handball, horse-shoes, and boxing are the principal sports. The recreation program is largely in the hands of a committee of inmates. In addition to the routine recreation, this committee handles the celebrations on certain holidays.

**8. Entertainment**—Moving pictures are shown on holidays and Sundays in winter and in bad weather through the summer. Occasional lectures and concerts come in from the outside. There is a radio in the hospital and in the outside dormitory.

## VI. INDUSTRIES

**1. Workshops**—With the exception of the box factory, the industrial buildings are quite satisfactory. While the overall factory is housed in an old building, it affords satisfactory working conditions. The new industrial building is a model of its kind. Working conditions in the box factory are not very good and the use of an old wooden structure for this purpose increases the fire hazard.

**2. Character**—Most of the goods are manufactured on the state-account plan though some are used by the state.

**3. Employment**—On May 31, 1928 the 866 inmates were distributed as follows:

Overall factory .....	280	Tailor shop .....	15
Box factory .....	70	Punishment and isolation .....	40
Sawmill .....	44	Sick and disabled .....	12
Farms .....	35	Not assigned .....	100
Engineer's dept. ....	39	Maintenance .....	231

**4. Vocational Training**—The box factory and sawmill have vocational value, the overall factory little, if any.

**5. Compensation**—Men on maintenance receive from \$3.00 to \$20.00 per month. All men who work in the industries receive a minimum of ten cents a day. Men in the overall factory are paid on a

piece-work basis from 25 cents to \$1.00 per day. The total paid to the inmates for work amounts to about \$72,000 per year.

## VII. EDUCATION

1. **Library**—There is a good library of 6,800 volumes with a circulation of 800 a week. There is no regular appropriation but \$600 to \$700 a year is spent for books.

2. **School**—There is no school.

A few men are taking correspondence courses without local supervision. A representative of the Marquette Normal School has outlined a program of cell study, but this has not been introduced.

## VIII. RELIGION

1. **Chapel**—The chapel, also used for general assembly purposes, suggests rather a general assembly room than a chapel. It is located over the mess hall and is fairly well lighted and ventilated.

2. **Chaplains**—There are two part-time chaplains.

3. **Services**—Catholic and Protestant services are held on alternating Sundays.

4. **Other Agencies**—The Salvation Army and representatives of the Jewish faith hold occasional services.

## IX. INMATE COMMUNITY ORGANIZATION

The committee of inmates who take considerable responsibility for the handling of general recreation and sports on holidays has not yet been developed to the point where it affords a system of training inmates for the responsibilities of citizenship.

## X. PAROLE

(See section on Parole under General Statement on Michigan.)

## XI. COST

Gross cost for the year ending 6/30/28..	\$509,945.07
Industrial earnings .....	83,833.46
Institutional earnings .....	4,486.33



The earnings in this state from industries and institutions are not applied to cost. The institutional earnings are returned to the state and the industrial earnings are left in a revolving fund.

### COMMENT

This is the prison to which second-termers and "hardened offenders" are supposed to be sent. It receives also a number of trouble-makers transferred from Jackson, Ionia Reformatory and Detroit House of Correction. Its population resembles that of Folsom and the disciplinary problems which arise in both institutions are similar. The situation is rendered even more difficult by the fact that some insane prisoners and prisoners who were implicated in the murder of the warden and deputy some years ago are kept here. The latter have been in permanent isolation ever since, a period of nearly seven years. An improvement has been made in the isolation section by partitioning off 12 of the 48 cells and using them exclusively for the insane. Such prisoners should not be kept in a prison; it is unjust to men who are primarily medical cases and to those who must take charge of them. The greatest need for the proper handling of the chronic offenders, if they are to be sentenced to isolation for long or short periods, is a special exercise yard and small workshop. This has been recommended by the warden and should be authorized without delay. An exercise period of one hour a day was once permitted the isolation group. Some time ago this was discontinued, but was restored in October, 1928. However serious an offense a man commits the state is not wise in subjecting him to conditions which result in physical and mental deterioration.

The disciplinary methods applied to most of the population are not rigorous and a spirit of fairness and decent treatment prevails. The practice of cuffing men under punishment to their cell doors, still employed here, is one which has been generally abandoned as unnecessary and ineffective. The daily recreation period helps morale as well as health. The fact that the inmates are allowed to organize their own holiday programs is good training in responsibility.

The plant itself has been modernized to a remarkable degree, as

noted in the last Handbook, and it is being well kept up. Overcrowding has been relieved somewhat by the use of the top floor of the new industrial building as a dormitory for 120 men. This building is a thoroughly modern shop and the others afford good working conditions, except the wooden box factory, which is a serious fire hazard. The commissary department is among the best in the country. The diet and the methods of serving food are also worthy of commendation. An interesting feature of some of the cell houses is the convenient location of the shower baths on the unusually broad lower corridors.

Many changes and additions are still needed before the plant is thoroughly modern. Two of the cell houses have no plumbing and the whole group of buildings used by the farm and dairy is in very bad condition and should be replaced at once. The trustees' quarters recommended by the warden should also be provided as it has been found desirable not to bring the trustees inside the prison more than is absolutely necessary.\*

The grounds outside the prison have been greatly improved and a new power plant has been built inside.

There is very little idleness, but two of the industries are poorly suited to a prison for men. The farm program is being expanded, one farm being operated seven miles from the prison. With proper buildings the farm work could be made a valuable and profitable part of the activities. The system of pay which is granted to men on maintenance work as well as in the industries recognizes a sound principle.

The interest of the physician in his work was evidenced in many ways. The hospital was above criticism in cleanliness and the physician's appreciation of the many problems connected with his work was reflected in the quality of work done.

The completeness of the physical examination of new prisoners, especially the taking of throat swabs and the consistent effort at the correction of physical defects and handicaps during the prisoner's stay, are all points of commendable interest.

An educational program should be established and it is suggested

\* Since the institution was visited funds have been made available for this new construction and many of the buildings have been erected and put in use.



that the Marquette Normal School or the State University be asked to make a preliminary survey and to formulate a program. Educational work is essential and a valuable program of correlated vocational and academic instruction can be set up. The library is unusually good and would be a valuable adjunct to a real educational program.

## GENERAL STATEMENT

## MINNESOTA GENERAL STATEMENT

The institutions of the state are in charge of the State Board of Control, which has the management of correctional and charitable institutions. The Governor appoints a member every two years for a six-year term, on a salary of \$4,500 a year. The members are: C. J. Swendsen, Chairman; John Coleman, Blanche L. La Due.

This board is responsible for the general policy of the penal institutions, has appointing power of wardens and superintendents and makes all purchases for institutions, not including the industries.

There appears to be a tradition in this state that members of the State Board who have served effectively shall be reappointed. The result is continuity in membership and a corresponding lack of appointments for political reasons such as are made in neighboring states. The state appears to have acquired a degree of freedom from political influence in its institutions achieved by very few other states.

The State Board of Parole consists of five members. The senior member of the State Board of Control is the chairman; the heads of the State Prison, the State Reformatory for Men and the State Reformatory for Women, and a member appointed by the Governor with the consent of the Senate, are the other members. While the Board has five members, the chairman, the appointed member and the head of the institution act as the parole board for each institution.

The report of this board for the years 1924-26 contains a general discussion of parole, a statement of policy and principles on which the board is working, and statistical material for many years.



## MINNESOTA STATE REFORMATORY.

### ST. CLOUD, MINN.

Visited June 28, 1928.

The institution was established in 1888. The choice of the site was determined by a gift to the state of land which supplied rock for quarrying and building purposes.

#### I. GROUND AND PLANT

The granite from the quarry has been used almost exclusively as the building material. Additions have been made to the plant from time to time. In this respect it does not compare favorably with the State Prison at Stillwater, as the latter was built at one time in accordance with a carefully prepared plan. The wall at present encloses about 55 acres, including the quarry, root and vegetable cellars and some garden land.

**1. Housing**—There are four cell houses, in three of which are 136 cells on four tiers; the fourth has 128 cells. The cells are 9 x 6 and 8 feet high. All have plumbing of a good quality for the period in which they were built. The lighting and ventilation are good. The latest cell house has glazed brick walls which facilitates the problem of sanitation. A good standard of sanitation is maintained throughout the cell houses. The cells are equipped with spring bed, cotton mattress, blankets, sheets and pillowcase. Outing flannel night-clothes are also provided. Each cell is equipped with a table and chair. The walls are painted. Pictures are restricted to members of the family.

In addition to the cell houses there are eight dormitory units on two floors. In each of the units 40 men are now housed though the units were planned for 25. Each unit has adequate washing and toilet facilities. The beds are of the same type and have the same equipment as in the cells, except that a few of them are double-decked. Each bed has a small table and chair near it and a steel

locker is provided for each inmate. The ventilation and lighting are satisfactory.

**2. Farm**—The farm has some 1400 acres. The products of the dairy and farm are largely used in the institution commissary.

## II. ADMINISTRATION

**1. Control**—(See General Statement on Minnesota.)

**2. Supt.**—C. E. Vasaly was appointed superintendent in July 1920. He had formerly been in business and had for 12 years been a member of the State Board of Control.

**3. Asst. Supt.**—J. J. Casey was appointed in July 1920. He has been in the service of the institution for 18 years.

**4. Guards**—There are 109 guards, appointed by the superintendent. The guards work on eight-hour shifts and have one day off a week and two weeks' vacation.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$4000	quarters and maintenance
Asst. supt. ....	2400	" " "
Guards .....	900 to 1200	and allowance
Doctor (part time) .....	2220	quarters and maintenance
Dentist (part time) .....	1200	
Parole officer .....	1200	
Educational director .....	1200	
Supt. of industries .....	2400	and quarters
Shop foreman .....	1500	
Cook .....	1600	
Farm supt. ....	1800	

A pension system was established by the legislature of 1928-29.

## III. PRISONERS

**1. Population**—On June 28, 1928, the day the institution was visited, there were 840 inmates. The following analysis is given of the 414 prisoners received during the fiscal year ending June 30, 1928:

### Ages when received:

Under 20 years .....	164	30 to 39 years .....	6
20 to 24 " .....	161	Age unknown .....	5
25 to 29 " .....	78		



**Nativity:**

Native born ..... 397      Foreign born ..... 17

The foreign born were from 13 countries.

**Race:**

White..... 407      Negro..... 6      Other races..... 1

**Education:**

Illiterate ..... 15      High school ..... 75  
Grammar school ..... 320      College ..... 4

**Sentences:** All sentences are Indeterminate, running from one to 40 years. The average is about ten years.

**2. Classification**—There is no scientific system of classification; however the men are divided into grades, entering in the second and advancing to the first after five months of perfect conduct. If they are reduced to the third grade for offenses this carries with it loss of all privileges and also credits which, in effect, increases the length of sentence.

**3. Insane**—By order of the State Board men adjudged insane are transferred to one of the state insane hospitals.

#### IV. DISCIPLINE

**1. Rules and Regulations**—A manual giving the routine of the prison, general regulations, and specific rules in regard to conduct in various parts of the prison, is supplied each inmate. In addition to the detailed rules there is a long list of offenses. There is no silence system. The first grade prisoners may write one letter a week and the second grade prisoners every other week. Books, magazines and newspapers from their home town may be received direct from the publishers. Inmates in the first or second grade may receive visits of two hours' duration once a month. Purchases of fruit, candy, tooth paste, brushes, and tobacco may be made at regular intervals, not exceeding 50 cents in value.

**2. Punishments**—Loss of privileges for ten to 30 days is the most common punishment. Reduction in grade carries with it loss of 25 credits for the month. This works the same as the loss of "good

time" in prisons and extends the inmate's time in the institution before parole. For other offenses the men may be locked from two to ten days on the special gallery or confined in one of the eight punishment cells on a restricted diet.

## V. HEALTH

1. **Hospital**—The hospital is quartered on the second floor above the mess hall. There are 24 beds distributed among three wards of five, eight and nine beds each and two rooms of one bed each. There is no X-ray equipment and only urinalyses are done. Major surgery is done by visiting surgeons. Food is sent up from the general kitchen.\*

2. **Medical Staff**—A full-time physician, a dentist on half time, and six inmates comprise the hospital personnel.

3. **Medical Examination and Care**—Each new inmate is given physical examination, vaccinated for smallpox, and has a Wasserman test taken. Teeth and eyes are examined at the same time and needed corrective work done. Tuberculosis cases are transferred to the state sanitarium at Glen Lake as soon as discovered. Venereal cases are placed under treatment.

4. **Psychological Work**—The state psychiatrist visits the reformatory every two months and examines new inmates.

5. **Commissary**—The mess hall is a long narrow building. The men are seated at tables all facing one way. The lighting and ventilation are satisfactory. The kitchen and bakery, like the mess hall, appear to be housed in buildings not planned for that particular purpose, but the equipment is satisfactory and a high standard of sanitation is maintained throughout the commissary department. The food is ample in quantity and variety for the needs of the inmates. A vegetable garden and dairy supply the vegetables and milk used. Surplus vegetables are canned for winter use. Food is not rationed. Five pounds of food, fruit or candy may be received on holidays, birthdays, or brought in by visitors.

6. **Baths**—There are 35 showers in the bath house in addition to those in each dormitory unit. The general population is allowed to bathe once weekly, cooks and firemen more frequently.

\* The legislature of 1928-29 provided for a new hospital building.



**7. Recreation**—The chief recreation period is Saturday afternoon, when baseball is the principal sport. The inmates are given an hour in the morning and another in the afternoon on Sundays in a small court which is surrounded by the institution buildings. On holidays field sports are conducted. The recreation is supervised by one of the officers and supplies are purchased from the amusement and library fund, an item in the state appropriation.

**8. Entertainment**—Movies are shown every other week, and lectures, outside shows, musicals and other entertainments are given occasionally. Inmate shows are also given for outsiders. There is a radio in the hospital but none for the general population. Weekly concerts are given during the summer by the inmate band, at a park near the institution.

## VI. INDUSTRIES

**1. Workshops**—The workshops are of various ages and types. Some of them approximate modern factory conditions, and even the old ones afford good working conditions as they are not overcrowded.

**2. Character**—The industries are run on the state-account basis.

**3. Employment**—The industrial distribution of the 820 inmates on June 18, 1928, was as follows:

Band .....	89
Blacksmith .....	22
Construction .....	50
Farm .....	124
Printing shop .....	10
Quarry and stone shop .....	103
Sash and door factory .....	14
Shoe shop .....	8
Tailoring dept. ....	76
School .....	62
Maintenance .....	262

**4. Vocational Training**—The farm, tailor shop, sash and door factory, shoemaking, printing, iron working shops, the music department and some of the maintenance details, offer considerable opportunity for vocational training, and this purpose appears to be kept in mind in handling these details.

5. **Compensation**—First grade inmates are paid from 10 to 15 cents a day, depending on the quality of their work; the second grade inmates from six to ten cents. For credits lost by misconduct, five cents is deducted for each credit mark forfeited.

## VII. EDUCATION

1. **Library**—There is a good library of over 5000 books. The reported circulation is 9000 a month. There is no regular appropriation but the institutional librarian under the Board of Control purchases new books regularly. From 20 to 30 magazines are subscribed for and are put in good paper covers. There is a shortage of catalogues, which is to be remedied.

2. **School**—School work is compulsory for those lacking eighth grade education and progress in school work is related to parole. The school enrolls 430 in the first to eighth grades, 45 in eight high school subjects, 13 in a course in railway telegraphy and 50 in a commercial course. In 1927-28 there were 530 graduated from the eighth grade, an increase of 292 over the two preceding years. By taking a state examination inmates have received public school credits in both grade and high school subjects. The primary class, the first two grades and the commercial class meet nine hours a day, five and a half days a week, throughout the year. Other classes meet from 7.30 to 8.30 P.M. The full day sessions are broken by two recess periods of one hour each for military drill. The dining-room, five schoolrooms seating from 30 to 80 each, and the lower corridor of a cell block are used for school. The regular schoolrooms are very dark and poorly ventilated. A new building which will provide school quarters is under construction. The school is in charge of a principal. There is another guard-teacher and 24 inmate teachers who receive the regular first class pay, 15 cents a day. A diploma is awarded at the completion of the course.

There are 20 to 40 men taking correspondence courses through outside companies or the University of Minnesota. Their selection is supervised by the school principal. There is some vocational instruction incidental to the industries and maintenance but no organized trade course.



## VIII. RELIGION

1. **Chapel**—The chapel, also used as an auditorium, is located above the guard room, is adequate in size and well lighted and ventilated.

2. **Chaplains**—There is no official chaplain.

3. **Services**—Protestant and Catholic services are held regularly. They are in charge of the St. Cloud Ministerial Association. There is also a Christian Endeavor Society, a Bible class and a Holy Name Society.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The Parole Board consists of five members. (See General Statement on Minnesota.) This board appoints its parole agents and supervises the parole men of each institution. During the year ending June 30, 1928, 220 men were paroled, of whom 36 were declared violators and 24 returned to the institution. The men are paroled to individuals in the state under the supervision of the state parole agent. They report by letter on blanks furnished by the institution, the accuracy of their report being vouched for by the employer or person authorized to sign it.

## XI. COST

Gross cost for the fiscal period ending	
6/30/28 .....	\$400,341.36
Earnings .....	37,781.81
Net cost .....	362,559.55

## COMMENT

This institution, unlike Shakopee or Stillwater, is a combination of new and old buildings. The oldest buildings date from 1888 when

the institution was established. Some of these naturally do not come up to modern institutional standards. One cell house built recently has many points of similarity to that at Stillwater. As a whole the plant, in arrangement and type of buildings, shows the effect found in other institutions built over a long period of years. The high standard of upkeep which one comes to expect in Minnesota institutions is found here and every part of the plant is orderly and well cared for.

It is said that the stone quarry was the determining factor in the location of this institution. The quarries and stone shops have value in keeping a certain number of men busy. Whatever vocational value the working of stone by hand may have had early in the history of the institution, it has very little today, in view of the extensive use of other building materials and the fact that stone-cutting is now done largely by machinery. Some of the smaller shops have distinct vocational value and are run for the purpose of training as well as industrial output. The equipment of several of these shops is complete and in the majority of them it is of modern type. Experience in reformatories in a number of states indicates that vocational training can best be obtained by active work in a productive industry. In general this condition is met in the various shops of this institution.

The formal educational work is confined to academic instruction, no organized trade school having been set up. The school is handicapped by the necessity of using the mess hall, the lower corridors of the cell houses, and several dark and stuffy schoolrooms pending the completion of the new building now held up by lack of funds. The educational staff is very poorly paid. The school has, however, shown marked progress in the last two years, largely because of the courses of high school grade and other special courses now offered in addition to the compulsory eight-grade course. Nearly 50 men are receiving state credits for work done here by passing a state examination. The number of men graduating from the eighth grade increased by 125 per cent in 1927 and 1928 over the preceding two years. The course in railway telegraphy is of the type found in outside trade schools. There should be a real development of vocational education here, and a continued expansion of the present pro-



gram. The practice of keeping beginners in school eight hours a day is questionable.

The library is a good one, the State Institutional Librarian being responsible for the excellence of the libraries in all the Minnesota institutions. A list of 24 current magazines adds to the interest in the library. The Chautauqua Circle, which meets Sunday afternoons for two hours and arranges its own program, is open only to graduates of the school approved by the superintendent. This serves as a stimulus to many of those attending school.

The hospital should be enlarged to care properly for the needs of the inmates. X-ray and additional laboratory equipment should be provided. Tests for diphtheria carriers on all new inmates might well be a part of the entrance examination routine. The dental service seemed to be of a high grade, but the fullest use of this service is prevented by the lack of X-ray facilities.

The rules here are minute and specific and suggestive of a junior prison rather than a reformatory. They indicate too great confidence in the regimen of life and too little in the morale of the institution. The recreational program, especially valuable in its effect on health and morale of inmates of the age found here, is considerably less extensive than is found in many prisons.

Institutional efficiency and keeping the men occupied are matters of unquestioned importance, but there seems to be in this institution little recognition of the individual and more dependence on mass treatment than is found in most other institutions of this type. There should be more varied industries, greater use of recreation, education, and other inmate activities which have proved their constructive value, especially with young inmates, and fuller recognition of the importance of individual treatment. The institution appears to-day to have more of the characteristics of a prison than of a reformatory.

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The Superintendent, Mr. C. E. Vasaly, submits the following statement in reply to the above Comment:

"The surprising statement is made that there is little recognition of the individual. Although much remains to be done—as is probably the case in every institution, and there should be more facilities

of various kinds, nevertheless the welfare of the inmate as an individual is kept constantly in mind, and colors all that is done. His placing in trades follows his capacity and inclinations when practicable or possible. This is just one instance. There are many others. The rights of appeal to the Superintendent and interviews with him are largely used.

"I recognize the honest judgment of the investigator, but take exceptions to the statement that the institution is more of a prison than a reformatory. That is certainly not the case. I suppose every institution called a Reformatory has some elements of a prison about it, while every prison—except one strictly custodial—may have some elements of a Reformatory. Nevertheless, I conceive the task of the Reformatory is to rehabilitate so far as may be, the offender sent to it, mentally, morally and physically, with such training as fits him for the community. All that we do is based on that rule, and we do not object to impartial judgment as to our shortcomings, but we do hesitate to accept a verdict which does not take into account the positive results achieved."



## MINNESOTA STATE REFORMATORY FOR WOMEN SHAKOPEE, MINN.

Visited June 30, 1928.

Until 1920 the women prisoners of the state were confined either at Stillwater or St. Cloud. A law was passed in 1915 establishing an institution for women and the women prisoners were transferred to Shakopee Reformatory in February 1920.

### I. GROUND AND PLANT

This is a cottage institution, each cottage a unit in itself. In the central building the administrative offices, hospital and room used as the prison chapel are located, in addition to the quarters for inmates. The other cottages are essentially alike, except that in one of them the basement room has been fixed up as a workroom. The cottages are rather attractive brick buildings, erected at some distance from each other. The institution is unwallled and unfenced.

**1. Housing**—The inmates are quartered in rooms which are not cells in any sense of the term; though small they are well painted and attractively furnished, and some latitude is allowed the inmates in equipping and decorating their rooms. The bathing and toilet facilities are placed in rooms on each floor. In addition to the rooms for the inmates each cottage has a commissary department and recreation room. In the latter are a piano, sewing machine, victrola, small library and fireplace. This room is furnished and used as a living room.

Each cottage has a small garden space which it cultivates.

### II. ADMINISTRATION

**1. Control**—This institution is under the State Board of Control. (See the section on Control in General Statement on Minnesota.)

2. **Supt.**—Florence Monahan was appointed in February 1920, for an indefinite term of office. In addition to the professional staff there is a matron for each of the cottages, except the central building where there are two matrons. There is also a relief matron.

### 3. Salaries and Pensions—

Superintendent .....	\$3000	quarters and maintenance
Secretary .....	1200	" " "
Housemothers .....	900	" " "
Doctors .....	20	a day
Dentist .....	3	an hour
Parole officer .....	1800	quarters and maintenance
Chaplain .....	5	each service
Shop foreman .....	900	quarters and maintenance
Steward .....	1020	" " "
Kitchen officer .....	900	" " "
Farm supt. ....	1500	" " "

There is no pension system.\*

## III. PRISONERS

1. **Population**—On June 30, 1928, when the reformatory was visited, there were 77 inmates. The following analysis is given of the 30 inmates received during the year ending June 30, 1928:

### Ages when received:

Under 20 years .....	2	30 to 39 years .....	6
20 to 24 " .....	8	40 to 49 " .....	4
25 to 29 " .....	10		

### Nativity:

Two of these inmates were of foreign birth.

### Race:

White .....	27	Negro .....	1	Indian .....	2
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### Education:

Read and write .....	2	High school .....	7
Grammar school .....	20	College .....	1

\* The legislature of 1928 established a pension system which became operative July 1, 1929.



**Sentences:**

Maximum sentence	Life
Minimum	1 year
Average	5 to 10 years

**2. Classification**—There is no scientific method of classification.

**3. Insane**—Women who are adjudged insane by a commission on insanity are transferred to the state hospital or the hospital for the criminal insane.

**IV. DISCIPLINE**

**1. Rules and Regulations**—The silence rule obtains only in the sewing room. First grade inmates are permitted to write letters on Sundays and holidays, second grade on alternate Sundays and holidays and third grade none. The institution subscribes to 15 magazines. Books and weekly papers may be ordered direct from the publisher. First grade inmates may receive visitors twice a month, and second grade once a month; visits are allowed from immediate relatives only.

Inmates enter the reformatory in the second grade and in six months may be advanced to the first grade if conduct permits. Inmates must be in the first grade six months before parole, except in cases of short-sentence prisoners.

**2. Punishment**—Inmates under punishment in the third grade have no privileges and receive no pay for work done. For lesser offenses loss of privileges is used and inmates may be locked in their rooms for short periods; for more serious offenses in a punishment cell. The cells are ample in size, and well lighted and ventilated. When the reformatory was visited there were five prisoners in the third grade.

**V. HEALTH**

**1. Hospital**—Six beds are set aside in the administration building for hospital purposes. A first-aid and dressing room, used also for venereal treatment, adjoins.

**2. Medical Staff**—A physician visits the hospital one day

weekly and a dentist one day monthly. Both are women. Emergency treatment is given by local physicians.

**3. Medical Examination and Care**—Each inmate is given a physical examination on admission including Wassermann tests and dental examination. New prisoners spend from one to two weeks in quarantine. Eye examinations are made only on complaint. Venereal cases are placed under treatment. Cases needing major surgery or extended hospitalization are sent to the University Hospital, Minneapolis.

**4. Psychological Work**—A psychological examination is given each prisoner and the state psychiatrist visits the reformatory frequently to examine new inmates and cases referred by the superintendent or physician.

**5. Commissary**—The commissary departments consist of a kitchen and a dining room in each of the four cottages. All cooking is done on large ranges. The dining rooms in this, as in many women's institutions, deserve the name. The inmates are seated at tables arranged for four. The tables are attractively painted and supplied with table linen and a good quality of dishes. As the surplus from the vegetable garden is canned for winter use, the dietary is well supplied with vegetables throughout the year. Meat is served once daily and milk for drinking with each meal. Food is not rationed. The inmates of each cottage prepare and serve their own food.

**6. Baths**—Baths are located in rooms on each floor of the dormitory, and are available for the inmates daily.

**7. Recreation**—The regular recreation periods run from 2.00 to 5.00 P. M. on Saturday, and in the evening from 6.30 to 8.00. These are spent either outdoors or in the living room of each cottage. One of the principal sports is baseball. The recreation periods are supervised by the superintendent and the matrons of each house. The recreational supplies are purchased by the state from an entertainment fund.

**8. Entertainment**—Illustrated lectures and musicals are given occasionally. The inmates stage entertainments at Christmas time and special occasions. There is also a party each month for the girls with perfect records, and occasional picnics for special groups.



## VI. INDUSTRIES

1. **Workshop**—The workshop is located on the ground floor of one of the cottages. It is well lighted and ventilated and adequate for the present number of inmates.

2. **Character**—The only industry is sewing, done for other state institutions.

3. **Employment**—On June 30, 1928, the 77 inmates were distributed industrially as follows:

Sewing room .....	40
Farm .....	9
Laundry .....	4
Institutional work .....	24

4. **Vocational Training**—The various maintenance details and the sewing room offer some opportunity for vocational training.

5. **Compensation**—Inmates are paid on a graduated scale from six to 15 cents a day, running from about \$1.25 to \$2.75 a month. Half of the earnings must be saved for discharge; the balance may be spent on toilet articles and sewing materials.

## VII. EDUCATION

1. **Library**—There is a collection of over 100 books in each cottage and a central library in the recreation room in the main building; the total is 452. Fifteen magazines are subscribed for. Books are purchased by the state institutional librarian under the Board of Control. Educational lectures, sometimes illustrated, are occasionally given and the state institutional librarian lectures on books. There is no "student government" but the farm detail is an honor group.

2. **School**—Illiterates are taught to read and write and those who need it receive instruction in composition, simple arithmetic, etc. A course in shorthand was given at one time. The superintendent believes it would not be practical to have academic classes where the women average in age about 30 years.

Occasionally women take correspondence courses from the University of Minnesota.

The program of activities is designed to be broadly educational in nature but the training is not given in organized courses. The work of the institution supplies training in home making, plain sewing, canning, laundry work, farm, dairy and poultry work. There is no organized domestic science course.

VIII. RELIGION

- 1. **Chapel**—A room on the second floor of the administration building is used as an assembly room and chapel.
- 2. **Chaplain**—There is no regular chaplain but services are conducted by visiting clergymen.
- 3. **Services**—Protestant and Catholic services are held on alternate Sundays. There are also classes in religious education.

IX. INMATE COMMUNITY ORGANIZATION

The program and spirit of the institution as a whole is such that it promises to have real value in training for citizenship, although there is no definite organization among the inmates.

X. PAROLE

Inmates with maximum sentences of not more than five years may have a parole hearing after serving one year, providing their conduct record is clear. During the year ending June 30, 1928, 12 inmates were discharged and 19 paroled, of whom five were declared violators and three returned to the institution. They are paroled to individuals, report by letter monthly and are visited as often as possible by the parole officer.

XI. COST

Gross cost for the year ending 7/1/28...	\$40,599.01
Earnings .....	3,110.52
Net cost .....	37,488.49
Gross per capita cost .....	451.10
Net per capita cost .....	416.54



## COMMENT

In plant, personnel of management, and program this institution is in line with the better institutions for women in the country. Whatever the cause, the better institutions for women are much less penal in their nature than the corresponding institutions for men and are much more constructive in their program and spirit.

The plant shows recognition of the fact that environmental conditions are important for prisoners as well as for free persons. The buildings are modern and attractive and present the appearance of an educational rather than a penal institution. There is neither wall nor fence around the grounds, although they are situated near a main highway. The location of the farm buildings just across the highway is convenient.

Aside from the maintenance details, most of the women are employed in connection with the farm and garden or in a sewing room. There is considerable rotation of work, so that the women who seem likely to be benefited by it are assigned to the various maintenance details which have some vocational value. There might well be, as in several other reformatories for women, more organized educational work, especially in domestic science and other vocational courses.

At an institution of this size and with the type of inmates received here, the spirit in which the institution is administered is the most important factor. As a whole, the management of this reformatory appeared to be intelligent, sympathetic and calculated to build up the self-respect of the inmates and to prepare them to take their place in society, rather than merely to fit them into a prison routine.

## MINNESOTA STATE PRISON STILLWATER, MINNESOTA

Visited June 26 & 27, 1928.

A prison was established at Stillwater in 1851, two years after Minnesota became a territory. It was the site of the prison until 1914, when the present plant was built, about two and a half miles distant from the old site. The present institution was constructed by contract at a cost of two and a half million dollars.

### 1. GROUND AND PLANT

The institution as a whole was built in accordance with a carefully prepared plan and with the exception of the cell house which was added later in a place left for that purpose, the entire plant was built at one time. A corridor extends from the administration building in front to the commissary building in the rear. On either side of this corridor extend the cell houses, laundry and bath houses, deputy quarters and detention section, auditorium and mess hall, so that each part of the prison proper can be entered from the corridor without going outdoors. The floors and baseboards are made of a native product, the kasota stone, resembling marble. The inside walls are made of yellow glazed brick. In the rear of this group of buildings are the industrial buildings, with the hospital on the south side. All are constructed of the same material and roofed with red tile. The walls enclose some 22 acres.

**1. Housing**—The two original cell blocks each contain 512 cells arranged on four tiers. The cells are 10 x 6 and 8 feet high. No other equipment than the standard furnishings, bed, chair, locker and shelf-table are permitted. Each cell has a washbowl, toilet of good quality, and electric light. A new cell house of the same type and construction was completed in 1928. This cell house has 200 cells arranged on five tiers.



**2. Farm**—The farms cover some 1100 acres. The dairy, gardens and farm crops make a substantial contribution to the prison diet.

## II. ADMINISTRATION

**1. Control**—(See General Statement on Minnesota.)

**2. Warden**—J. J. Sullivan was appointed warden in July 1920. He had been deputy warden since 1914 and has had some 28 years' experience in the institution.

**3. Deputy**—Leo F. Utecht was appointed deputy in 1925. He had had ten years of previous experience as a guard and assistant deputy warden.

**4. Guards**—There are 132 guards, including two assistant deputy wardens. The guards are appointed by the warden without Civil Service rules. They work eight hours a day with one day off a week and two weeks' vacation a year, with pay.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5000	quarters and maintenance
Deputy .....	3120	quarters and personal subsistence
Asst. deputy wardens .....	1740	and 1920, quarters and personal sub- sistence
Chief clerk .....	3300	
Day guards .....	1068	to 1380 (a deduction is made from guards' pay for meals eaten at prison)
Night guards .....	1152	to 1464
Doctor (part time) .....	2400	
Doctor (asst., full time) .....	2100	quarters and personal subsistence
Dentist .....	2100	
Educational director (part time) ..	400	
Chaplains (part time) .....	600	
Supt. of industries .....	5000	
Supt. of farm implement industry ..	4200	
Supt. of twine mill .....	3780	
Steward .....	1920	
Cook .....	2160	

There is no pension provision\*

The total number of employees on the payroll is 264.

\* A pension law, passed by the 1928 legislature, became operative on July 1, 1929.

## III. PRISONERS

1. **Population**—On June 30, 1928, the day the prison was visited, there were 1221 prisoners. The following analysis of the 1228 prisoners is given for the year ending June 30, 1928.

**Ages when received:**

Under 20 years .....	29	30 to 39 years .....	426
20 to 24 " .....	210	40 to 49 " .....	222
25 to 29 " .....	247	50 and over .....	94

**Nativity:**

Native born .....	957	Foreign born .....	271
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The foreign born were from the following countries:

Austria .....	15	Russia .....	24
Canada .....	34	Sweden .....	27
Germany .....	18	Balance from other foreign coun-tries .....	127
Norway .....	15		
Poland .....	11		

**Race:**

White.....	1169	Negro.....	55	Other races.....	4
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**Education:**

Illiterate .....	63	Business college .....	15
Grammar school .....	923	College .....	52
High school .....	175		

**Sentences:**

No. on Indeterminate Sentence .....	885
" " Indeterminate " with fixed maximum .....	199
" " Life sentence .....	144

There has been no capital punishment in Minnesota since 1911.

2. **Classification**—There is no scientific method of classification. The men are divided into grades, entering in the second grade and being advanced to first grade after six months' good conduct. Men who are reduced to the third grade do not earn "good time" for the period they remain there.

3. **Insane**—Men who are adjudged insane by a commission on insanity are transferred to the state hospital or hospital for the criminal insane.



#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules of the institution are unusually minute and detailed. In addition to the general rules there are about 50 offenses listed. The silence system is rigidly adhered to except at three noon meals a week and the weekly recreation period in the yard on Saturday afternoon. One letter a week is allowed to men in the first grade, one in two weeks to men in the second and to the third grade men only by permission. The same gradation is noted in the rules in regard to visitors. Approved papers and magazines from the publisher are permitted. The prisoners do not return to their cells from the time they leave in the morning for breakfast until after the evening meal, when they are locked in for the night. The general discipline is in the hands of the deputy warden.

**2. Punishments**—Loss of privileges is commonly used for lesser offenses. Solitary confinement and reduction to third grade carry with them the loss of "good time." The punishment cells are in a wing in which the deputy's office is located. The cells are light and sanitary and well ventilated. While under punishment the men are on a diet of bread and water. During working hours their hands are in some cases cuffed to the door about waist high. Men who have lost their privileges are for the recreation period seated under guard in the mess hall in silence, with folded arms and eyes straight ahead.

#### V. HEALTH

**1. Hospital**—The hospital, in a separate two-story building, has a bed capacity of 34 distributed in two wards of 12 beds each, one ward of six beds and four rooms of one bed each. The equipment is modern, the beds being among the best seen in any prison hospital. The operating room is equipped for major surgery, the laboratory for making urinalyses and blood counts, and the diet kitchen for feeding the patients and attendants. A heliotherapy lamp and an ultra-violet lamp are also provided.\*

\* The 1928 legislature passed an appropriation for X-ray equipment, to be installed in the summer of 1929.

**2. Medical Staff**—A part-time physician is in charge of the hospital. There are a full-time assistant, a full-time dentist, an oculist on part time and nine inmate helpers. The state psychiatrist visits the prison monthly.

**3. Medical Examination and Care**—A physical examination is given each new inmate including Wassermann and urine tests, and smallpox vaccination. The men are again looked over by the physician before they are paroled or released. Dental and eye examinations are made only on complaint.\*

Tuberculous prisoners are hospitalized and given a special diet of milk and eggs. One ward is set aside for these cases. Venereal cases receive treatment.

**4. Psychological Work**—The state psychiatrist visits the prison monthly and examines all newly arrived inmates. A psychological examination is given to all.

**5. Commissary**—The various parts of the commissary department are in most respects models of their kinds. The stone floors and yellow glazed brick wall make comparatively simple the maintenance of a very high standard of cleanliness. Evidence of attention to sanitary standards is noted in the use of white gloves by all men who handle bread or other food with their hands. The mess hall is well lighted and ventilated. The men are seated at tables all facing one way. White crockery is used for the table. The kitchen equipment is excellent except that it lacks the ranges and ovens that have been put in the commissary departments of the better institutions erected in recent years. With this one exception it is one of the best equipped and kept commissary departments of the country.

The diet is varied and the food well prepared. A special effort is made to serve it hot. The food is not rationed. The prison farm provides most of the vegetables used and the dairy the milk. No outside food is permitted except that which is eaten in the visiting room. The kitchen and storerooms are clean and well arranged.

**6. Baths**—There are 50 showers in the bath house, located in a section of the laundry building. In equipment and upkeep it is one of the best prison bath houses in the country. But one bath weekly

\* Since the institution was visited arrangements have been made for the dentist to examine all men on arrival.



is given to the general population and two or more to the kitchen and foundry men.

**7. Recreation**—The recreation periods in the summer are on Saturday afternoons and holiday mornings. The space is ample for baseball which is the only sport. The general population do not participate as the time is taken up by a game with the prison team playing an outside team. During the winter months there is no outdoor recreation. On holidays, however, the men are given a period in the cell blocks during the morning hours.

**8. Entertainment**—Movies are shown on Sundays and holidays during the winter months. No use is made of the radio and the inmates do not stage any entertainments. There is a prison band.

## VI. INDUSTRIES

**1. Workshops**—The workshops compare favorably in all respects with the better type of modern factory buildings. They are well lighted and ventilated, very good washing facilities are provided and the shops afford excellent working conditions.

**2. Character**—The binder twine industry and the manufacture of farm machinery are on the state-account system.

**3. Employment**—On June 25, 1928, the industrial distribution of the 1220 prisoners was as follows:

Twine plant	Farm and garden .....	60
day crew .....	Maintenance .....	337
night crew .....	Hospital .....	43
Machinery dept. ....		282

**4. Vocational Training**—The farm and garden work and the machinery shop especially afford considerable opportunity for vocational training. The twine plant is probably less valuable for this purpose.

**5. Compensation**—Every man who works receives some pay. The average amount for men on maintenance work is 37½ cents; for men in the twine plant 39 cents and those in the machinery factory 46 cents. Some men working on piece-work earn as high as \$1.25 a day.

## VII. EDUCATION

1. **Library**—This is probably the best library in all the American penal institutions. It contains over 10,000 well-selected books. The institutional librarian, representing the Board of Control, makes regular purchases of new books of all types. Several copies each of 30 magazines are subscribed for. The best of these are bound in an especially good binding. The library room is large and well equipped. The book circulation runs over 6000 a month.

2. **School**—The two schoolrooms over the central corridor are now used as dormitories. When one of these was available an average of 200 men attended evening school. There is now only one room in the basement temporarily used for school purposes. Compulsory classes for illiterates enrolling 60 to 70 extend through the first three grades. School meets from 1.00 to 2.45 P.M., five days a week for eight months of the year. There are 12 inmate teachers who are paid 25 cents for each school session. Educational work is in charge of the town superintendent of schools on a part-time basis.\*

The prison owns correspondence school text-books covering 20 subjects. These are available through the library but there is no organized system of instruction. Between 300 and 400 men are taking correspondence courses, either by means of these text-books or from outside schools.

## VIII. RELIGION

1. **Chapel**—The auditorium, used for chapel services as well as a general assembly room, is well lighted and ventilated. It is equipped with 1500 seats of the usual theater type. The platform is equipped with curtains and special lighting for use in entertainments.

2. **Chaplain**—There is no resident chaplain. Local ministers conduct the services.

3. **Services**—Protestant and Catholic services are held on alternate Sundays. All attendance is voluntary. The prison orchestra and the choir assist at the services.

\* On the completion of the new cell house the use of the schoolrooms as dormitories was discontinued and the school was conducted three evenings a week.



4. **Other Agencies**—Christian Science and Salvation Army services are held occasionally.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train men for the duties of citizenship.

## X. PAROLE

The parole board consists of five members. (See General Statement on Minnesota.)

During the year ending June 30, 1928, 302 men were discharged, and 164 paroled of whom 27 were declared violators and 24 returned for such violation. Men are paroled to state parole officers, to individuals or to organizations. The monthly report of the men is countersigned by the employer or a friend.

## XI. Cost

Gross cost for the year ending 6/30/27	\$541,864.45
Earnings	543,889.36
Net surplus	2,024.91
Gross per capita cost	425.99
Net per capita surplus	1.59

In addition to the earnings there was paid to prisoners in wages \$153,362.54, and \$28,885.31, given as state aid to families, was also charged to the prison.

## COMMENT

This is a notable institution in two important respects. Its plant is the best of its kind in the country and its industrial organization one of the most effective.

The plant, carefully planned and built as one construction job, gives this institution a physical equipment that is probably unsur-

passed in the country. The interior finish is such that an excellent standard of sanitation can be maintained with a minimum expenditure of time and energy. In 1928 an additional cell house was constructed in a place provided for this purpose in the original plans. On the completion of this house it will be possible to discontinue the use of the temporary dormitories.

Industrially the institution has an enviable record. Its shops are modern in design and construction, well lighted and ventilated, and provided with adequate toilet and washing facilities; the working conditions throughout are excellent. All of the inmates are employed and the industries are of a type in which men find profitable employment on the outside. While there is a little variety of employment in the twine factory, the shops in which farm machinery is manufactured do have this advantage and provide substantial opportunity for vocational training.

The pay system, one of the best in the country, provides a minimum of 25 cents a day for every man who works, whether on maintenance or in the industries. The pay runs from 25 cents to \$1.25 a day, and it is said, averages about 50 cents.

The pay system to inmates is supplemented by a grant to dependent families which amounts to something over \$20,000 a year. In addition to this, the larger part of the pay of men with dependents is sent to the families. No other state has given equal recognition to the responsibility of the state toward dependent families of men in prison. Such a system not only enables the families to avoid total dependence on charity, but helps the prisoners to contribute to the support of their families and tends to avoid breaking down the family bond.

The industrial organization has been carefully worked out. The head of the industries, like the head of any other department of the institution, is responsible to the warden, so that the principle of unity in institutional control is observed. The organization is comparable in its completeness, from the purchase of supplies to the sale of the manufactured product, to other large business corporations. The success of the industries indicates that the charge of inefficiency, made against prison labor so often that it is generally believed, is



by no means proven. The development here indicates that the difficulty in many states is rather in their industrial organization.

The progress made in humanizing the institution and developing individual instead of mass treatment has not been nearly as rapid here as the progress in institutional and industrial development. In fact, the great plant and huge industry tend to dwarf the individual and unavoidably to make him see that he is merely a cog in a machine and an unimportant unit in a great institution. This inescapable problem is common to every great institution but it is intensified here by the retention of the silence system, by a monotony of routine and by a regimentation of life, both in the cells and out, which has been abandoned in many prisons in the country. The silence system, for instance, has been given up for several decades in many states. There is an increasing tendency to replace the mass treatment with a fuller recognition of the individual and to reduce the monotony of prison routine and regimentation of life to a necessary minimum. The belief has been expressed that the success of the industries of this prison has been due to the retention of the old system of discipline. The industries have in all probability succeeded because of the efficient organization, good working conditions, modern equipment, and the pay system; the disciplinary policy has handicapped rather than contributed to the industrial development.

The hospital, while carefully planned and maintained in a state of sanitation above criticism, is hardly adequate in size for the amount of work which is to be done. No corrective surgery can be undertaken. Lack of X-ray equipment is a handicap,\* and additional hospital space is needed which can possibly be supplied by adding a story to the present structure. This would enable the tuberculous prisoners to have additional room, separate quarters and more sunshine. The success in employing a trained woman nurse in several institutions indicates that it would prove valuable here. It is also urged that dental and eye examinations be made a part of the routine entrance examination and fuller provision made for this part of the medical work.

The educational program enrolls only 60 men in work of lower grades. This is probably due in part to the temporary use of the

\* See note under Hospital in Report.

schoolrooms for dormitory purposes, but is hard to understand in a state with the educational traditions of Minnesota. The library, on the other hand, is probably the best to be found in any penal institution in the country. New books are constantly purchased under the supervision of the state institutional librarian. The books are not only ample in number and excellent in selection, but they are kept well bound and in attractive condition. Supervised reading courses should be developed. The aid of the State University might well be secured in setting up an educational system in the prison which would be worthy of the state.

The state is fortunate in having a plant admirable in so many respects and an industrial system that has covered the cost of running the institution every year since 1902. These accomplishments appear all the more noticeable when the situation in this state is compared with that in so many other states. But the accomplishments in these important fields make the case stronger for a more progressive policy in the realm of discipline, the development of education and other constructive features that have proved their value in institutional life, and a prison regimen which makes every possible effort to treat the inmates as individual human beings rather than as a mass. The splendid record of the institution in some respects should stimulate and not handicap the development of other equally important phases of its work.



## MISSISSIPPI PRISON SYSTEM

### PARCHMAN, MISSISSIPPI

Visited February 24 & 25, 1928.

The Mississippi State Penitentiary consists of four plantations or farms, the chief of which, at Parchman, contains about 16,000 acres; the others are Belmont, 3016 acres, O'Keefe, 1800 acres, and Oakley, 2700 acres. The administrative offices are at Parchman, and on this plantation are located 15 units or camps for housing inmates. In order to facilitate the work they are scattered more or less over the whole plantation. Each unit is surrounded by a strong wire fence and entrance to the enclosure is made only through a gate covered by a guard house. Five of the units are constructed of wood and ten of brick. The old and crude wooden buildings are being replaced from time to time by brick structures in which it is easier to maintain satisfactory sanitary conditions. The sanitary condition of the units varied somewhat in accordance with the type of construction and supervision, but on the whole this condition is not unsatisfactory.

Each unit has a dormitory for sleeping purposes and its own commissary department. The dormitories are equipped with spring bed, cotton mattress, sheets, blankets, and pillowcase. A box and a chair are also provided for each man. The cooking for each unit is done over ranges by the men in the unit. There are obvious advantages in this method of preparing food for a small number of men, over the usual prison kitchen where the food is prepared for a large number. The menus contain vegetables daily and fruits at least weekly. Food is not rationed and each inmate has milk daily for drinking.

Shower baths, which the men are permitted to use daily, are provided in the units. The men are given from one to two and a half hours off at noon during the summer.

Baseball is the principal form of recreation and during the summer baseball games are arranged between the different units. Games are also played on Sunday afternoons.

This plantation and the others are run on the state-account basis. The principal crop is cotton, and a large amount of corn and other crops are raised. About 75 per cent of the population is used in field work; the others in caring for the various units, barns and guard work. No attempt is made to utilize the farm work for vocational training, though a substantial number of the men come from and return to the farms. There is no compensation for the work done.

Religious services are held once a month in each camp. Attendance is compulsory.

The three members of the Board of Trustees are elected at each general election one for each of the Supreme Court districts. The terms of the members of the board therefore end at the same time. The members receive \$2700 a year and traveling expenses. They have entire charge of the general business of the prison and are also charged with the welfare of the men. They make the general policy but do not have charge of the farming or administrative work of the prison.

The superintendent is appointed by the Governor and confirmed by the Senate. Dr. L. T. Fox was appointed superintendent in March, 1924, for a term of four years.\* Dr. Fox had been practicing physician and superintendent of a plantation for several years. The superintendent is responsible for the general handling of the men, for their work, and for the planning and carrying out of the plantation work, though the actual selling of the product is done by the trustees. The superintendent is not provided with an assistant or a farm superintendent.

Each of the 15 units is in charge of a sergeant; the larger units have two sergeants, others but one. The actual guarding of the prison units and of the prisoners outside of the stockade during working hours is done by prisoners, made trusties, with the au-

\*Dr. Fox was succeeded on Jan. 1, 1929, by J. W. Williamson. He was appointed for a five-year period.



thority and responsibility ordinarily given the guards.<sup>1</sup> Entirely separate quarters are provided for the trustees and gun guards, so that they do not associate with the general population.

The salaries paid are as follows:

Superintendent .....	\$4000 and quarters
Sergeants .....	1620 to 1800
Asst. sergeants .....	840 to 1080
Doctor .....	3600 <sup>a</sup>
Dentist .....	1800 <sup>a</sup>
Chaplain .....	1200 and expenses

The total number of employees on the payroll is 90.

There is no pension provision.

The population at the time the prison was visited was 1621.

Data for the analysis of the prison population, as given in the reports of other prisons in this book, are not available.

The number of women prisoners runs from 40 to 50. They are housed in a separate unit, which is one of the newer and better ones. The work of the women is making clothing for the prison population. Striped clothing is used for the prison uniform.

There is no limit placed on the number of letters which may be written. Magazines and newspapers may be sent in by relatives or subscribed for direct from the publisher. Smoking is allowed at any time, except when it may interfere with the work. Monthly visits are permitted from members of the immediate family, on the first Sunday of each month for negro prisoners, and on any Sunday for the white population. In most of the units the trustees are given the concession of running a canteen and the men are allowed to carry a small amount of cash and make purchases at the canteen.

Loss of privileges and "good time" are the forms of punishment used for minor offenses: for others not more than 15 blows of the strap may be given by the sergeant at any one time. Men attempting to escape lose "good time" so that their sentence is in effect a flat sentence.

<sup>1</sup> A law now pending will if passed provide for a change from convict to citizen guards, 100 in number.

<sup>a</sup> Quarters and maintenance are supplied to families of Doctor and Dentist at \$9.00 a month for adults of the family and \$4.00 for those 5 to 12 years of age.

The hospital is situated in a separate unit. The regular hospital has a capacity of 53 beds consisting of a ward of 19 beds for white men, one of 29 beds for colored men, and one of five beds for colored women. There is a separate building for tuberculous inmates consisting of one ward of three beds for whites and another of 16 beds for colored patients. An operating room fully equipped, X-ray department with fluoroscope, a laboratory for urinalyses, blood counts and smear examinations, and a diet kitchen complete the hospital facilities. The hospital is set in a large tract of land at some distance from the various camps. The physician visits these camps daily and all seriously ill or injured inmates, or those needing hospitalization, are taken immediately to the hospital.

A full-time physician and dentist, also an inmate physician and 11 inmates comprise the hospital staff. The women's ward is served by an inmate nurse.

New prisoners are physically examined, Wassermann tests are made, and dental conditions charted. The dentist does all necessary work and is in charge of the hospital during the physician's absence. Eye examinations are made only on complaint.

Tuberculous inmates are transferred to the tuberculosis hospital. Light work is provided for those whose condition permits. A special diet of three quarts of whole milk, two eggs, meats, vegetables, and fruit is provided for this group. Venereal cases are placed under treatment. There is no mental examination. Insane patients are sent to the State Mental Hospital at Jackson.

The superintendent, in the report for year ending June, 1927, makes a strong case for allowing part of the profits from the plantation to be used in giving the men some wage for work done, and also for using some of the profits for necessary improvement no matter how urgent or how minor they may be. A statement of receipts and expenditures for the four-year period ending June 30, 1928, shows that the penitentiary had paid to the state treasury \$2,354,260.14, and had in cash on hand and in inventory on cotton and other products awaiting sale \$375,687.23; withdrawn from the state treasury for penitentiary uses \$2,002,203.54; operating profits for the four years \$727,643.83. This does not include operating deficit of a previous administration for the years of 1922 and 1923.



## COMMENT

The administrative organization of the state penal system of Mississippi is not one that seems calculated to give continuity of policy or to enable responsibility for success or failure to be definitely fixed. The Board of Control is chosen by popular election; Georgia is the only other state having this method of selection. The superintendent of the prison farm is appointed by the Governor. While the inmates are under his immediate charge, the Board of Control is charged with the welfare of the prisoners and with the sale of all prison products. Such division of authority is not in line with sound principles of administration and Mississippi would do well to follow the practice of other states in fixing responsibility either on a board or an individual.

Not only are the members of the board elected but their terms expire at the same time, and it is possible for the whole prison administration to be swept out of office at once. This makes any assurance of continuity of policy impossible. Even if politics do not interfere such a system is unsound. The history of the prison system in Mississippi indicates, as a matter of fact, that the prison farms have been political footballs for many years; that competent superintendents have been removed for political reasons and incompetent men put in their places and that the composition of the board is more often than not determined by political considerations. Few states have prison systems which show larger financial profits than that of Mississippi; few states, on the other hand, have systems organized on more unbusinesslike lines.

The practice of absorbing all profits into the state treasury and requiring the farms to go to the legislature for appropriations for improvements and expansion is a severe handicap to the prison. The establishment of a revolving fund into which a part of the profits would go would enable the farms to operate as private enterprises do and would undoubtedly lead to more steady development and improvement.

The prison farms of this state are comparable in extent and importance to those of Louisiana, Texas and Arkansas. They appear to be operated almost exclusively for financial profit, and over a long

term of years have made profits far larger than those most states are able to show. The living conditions of the inmates are decent and they are given satisfactory physical care. Beyond that the state does not seem to concern itself with its charges; none of the efforts made to prepare prisoners for life after release in the more advanced prisons are given more than perfunctory attention here. There is, for example, no educational work, although the prison population shows an unusually high degree of illiteracy. The farms offer excellent facilities for useful instruction in agricultural pursuits for the large numbers of prisoners who will return to farms and plantations after release. Such work might well be started first on the farm for younger prisoners. Arrangements could undoubtedly be made with the state educational and agricultural authorities to work out a system of instruction in this field, if in no other. With it could be correlated instruction in fundamental subjects, and many prisoners now entirely illiterate could be made more competent to look after their own affairs. In piling up financial profits without concern for the human material with which it is dealing the state is making one of the most common errors of false economy. A decent concern for the welfare and improvement of prisoners is not inconsistent with the making of profits and may in fact increase financial returns.

The system of using inmate trustees as guards is manifestly open to grave abuses. Only three other states follow this method. That it was found necessary to put a stop to the practice of rewarding prisoner-guards who shot men attempting to escape is sufficient proof of the dangers of giving prisoners responsibility over the lives of their fellows. It is stated by the Mississippi authorities that the prisoners make better guards than the civilians they are able to secure on their low salary scale. The obvious answer to this argument, especially in view of the profits which the farms show, is that the salary scale should be put on a basis where competent civilians can be secured.

Mississippi remains with the more backward states in another respect: the use of the strap as the major form of punishment. It should be abolished not only on the grounds of humanity but of effectiveness. The experience of states which have abandoned its



use is that the quality of work and the whole morale of the inmate body are improved. There are other forms of punishment that are as effective as the lash and that do not present such opportunities for serious abuses as does this outworn mode of punishment.

The prison system of this state, in short, lags far behind most of the states in everything but financial returns. Not only does it need administrative reorganization but modernization of its methods of controlling the inmates. Until the latter takes place the prison farms of the state must be rated very low in the performance of their major task: the preparation of the inmates for useful and law-abiding lives after release.

## MISSOURI STATE PRISON JEFFERSON CITY, MO.

Visited June 13 & 14, 1928.

A legislative act in 1833 appropriated money for land and buildings for a state prison at Jefferson City. In 1836 the first prisoners were received. Some of the prison buildings were erected in 1860. The rest of the plant has been built from that date down to 1918 when the new cell house was erected.

### I. GROUND AND PLANT

The present plant is divided into three sections; in one there is an administrative building, cell houses, commissary department and a few of the shops; a second part of the yard is occupied by industrial buildings and the tuberculosis hospital; in a lower yard are the recreational field in one end and the new cell house originally planned for detention and punishment in the other. The three sections are separated by walls with gates between them which are open during the day and closed at night. The buildings are of all types and the construction material differs as much as the type. The arrangement in the yard shows the result of developing an institution without any careful plan. In this respect the prison resembles San Quentin, California. The prison as a whole occupies some 38 acres.

**1. Housing**—There are five cell houses including the small cell house originally used for women and several dormitories. A cell house for incorrigibles was under construction when the prison was visited.

The old cell house erected in 1868 called cell house *A* has 152 cells on four tiers. The cells are built along the outside wall. The galleries above the cells are reached by circular stone steps at each end. The windows in these cells are so narrow that they are hardly



more than perpendicular slits in the walls. The cells measure 9 x 13 and 8 feet high and are equipped with very narrow double-deck bunks, straw ticks for mattresses, and blankets. Showers have been installed in four of the lower cells. As the cell house has no plumbing, buckets are used for toilet purposes. In 146 cells over 800 men are housed which means five or six men to a cell. This cell house is used for negroes.

In the *E* cell house there are 272 cells on three floors, each floor having two tiers. There is a lavatory and toilet of poor quality set in a recess in the service corridor. The cells are 7.6" x 8 and 7 feet high. Double-deck beds are provided and two men are housed in a cell.

The cell houses erected in 1918 are modern in every way. The floors and walls are white tile and the windows are large. The fronts of the cells are full-grated. Plumbing facilities are of good quality. Probably no better cell house of this type is to be found in the country today. The cells, arranged on four tiers, are 9.6" x 6.6" and 7.6" high. In the semi-basement the floor dimensions are the same, but the ceilings are 11.6" high. Each of these cells is used to house three men.

On the second floor of the old punishment section, 20 cells are in use for trustees.

In the cell house in which the women were formerly quartered men are now housed. The workroom and offices of this section and the corridors in several of the cell houses are filled with single and double-deck bunks. A dormitory is located over the mess hall.

A good standard of sanitation can be maintained in the modern cell houses, in spite of overcrowding; however, the problem of ventilation is exceedingly difficult. In the later cell house and in the dormitories the construction and the quality of plumbing facilities, or the entire lack of them, makes it almost impossible to maintain the minimum sanitary standards that are expected today in institutions.

The cell house designed for incorrigibles, in process of construction when the prison was visited, is located in one end of the lower yard and is a veritable bastille of stone and steel. The cells unfortunately are planned for two occupants. Bathing facilities are provided and at one end of this building there is also a kitchen and

commissary department, so that men housed here can be kept entirely separate from the rest of the population. Extending into the mess hall on one side and the cell house on the other is a turret of steel with loopholes for guns. Missouri has the unique distinction of possessing the only cell house in the country with this equipment.

**2. Farm**—Three farms of approximately 1100 acres are used largely to raise vegetables, milk and other products for the prison commissary. They are well equipped and appear to be effectively managed. They are run as one of the prison industries but make a valuable contribution to the prison dietary.

## II. ADMINISTRATION

**1. Control**—The penal institutions of the state come under the Board of Commissioners, who give their entire time. One of the commissioners is the warden, another has charge of the farm, the third of the industries and the fourth of the parole work. The chairman of the board is not assigned to any particular phase of the institution. The present members of the board are:

Dr. A. H. Harrison, Steeleville, Director  
Leslie Rudolph, Booneville, Warden  
T. S. Mosby, Jefferson City, Paroles  
John I. Burnett, Jefferson City, Industries  
Frank B. Jones, Stotts City, Farms

In addition to handling the prison this board is also responsible for the Booneville Reformatory and the Industrial Home for Girls. The members are appointed by the Governor and, with the exception of the chairman who receives \$4000, they are paid \$3500 a year.

**2. Warden**—The warden is Leslie Rudolph who has been in the service of the institution most of the time since 1910. As noted above the warden here does not have the usual responsibility of a warden but is principally responsible for discipline.

**3. Deputy**—M. H. Lee is the deputy. He has been in the institution's service about 12 years.



**4. Guards**—There are 200 guards appointed by the prison commissioners. The wall guards work eight hours but those inside the prison work 12 hours seven days a week with ten days' vacation a year.

**5. Salaries and Pensions**—The following salaries are paid:

Director .....	\$4000 and quarters
Commissioners .....	3500
Deputy warden .....	2400 and quarters
Guards .....	1380 to 1620
Doctor (part time) .....	2400
Dentist (part time) .....	2280
Oculist (part time) .....	600
Chaplains .....	1200 to 1500
Supts. of industries .....	2700 to 4200
Steward .....	2700

There is no pension system in this state.

### III. PRISONERS

**1. Population**—On March 1, 1928, there were 3785 prisoners. This is an increase of over 30 per cent in the last decade. The following analysis is given in the annual report of the 3192 prisoners received during the years 1925 and 1926.

#### Ages when received:

Under 20 years .....	408	30 to 39 years .....	650
20 to 24 " .....	954	40 to 49 " .....	304
25 to 29 " .....	664	50 and over .....	212

#### Nativity:

Native born .....	3127	Foreign born .....	65
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The foreign born were from 25 countries.

#### Race:

White.....	2347	Negroes.....	844	Indian.....	1
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#### Education:

Illiterate .....	242	College .....	86
1st to 11th grades .....	2699	Business college .....	15
High school .....	150		

**Sentences:**

All are on Determinate Sentence.

Under 5 years .....	2172
Bet. 5 and 10 years .....	791
“ 11 and 20 “ .....	124
“ 21 and 30 “ .....	46
“ 31 and 40 “ .....	10
Over 40 years .....	4
Life, and 99 years .....	45

Execution in this state is by hanging.

**2. Classification**—No scientific system of classification is attempted. In a prison where such overcrowding exists, no system would be possible.

**3. Insane**—On recommendation of the prison doctor and the board the Governor may order the transfer of inmates to the hospital for the insane.

**4. Women**—The women formerly quartered in a part of the administration building have been removed to a farm house about a mile from the prison proper. Their work here, aside from the housekeeping, consists largely of farming, gardening, and poultry raising. The old farm house makes fairly adequate quarters for the present population though it is not modern in any sense of the term. Separate dormitories are provided for colored and white prisoners. The inmates are in the immediate charge of a head matron with one assistant. While set apart from the prison it is still part of the prison for men and is in no sense a separate institution.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence system. Two letters may be written weekly. Magazines, books and newspapers may be received directly from the publisher. Smoking is permitted in the mess hall after the noon meal, in the cells and on the recreation field. Two visits are permitted a month. The visits are received in the deputy's office and the visitor and inmate sit side by side in chairs. Prisoners are permitted a weekly purchase of canned goods, groceries, tobacco, etc., at the prison store.



**2. Punishments**—Loss of privileges is used and also loss of merits which defers the time of parole. For assault or escape men are put in stripes. Men are also confined in one of the 20 cells, for lesser offenses from one to three days and for more serious offenses from two to three weeks.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate building three stories in height. It has a capacity of 58 beds distributed in two wards of eight beds, five wards of four beds each, and the balance in rooms of one and two beds each. An operating room with modern equipment, a portable X-ray apparatus, laboratory facilities for urinalysis only, and a diet kitchen complete the equipment. The building is old and unsuited to modern hospital needs.

**2. Medical Staff**—A part-time physician, a full-time dentist, a pharmacist and 26 inmates, one of whom is a physician, complete the personnel.

**3. Medical Examination and Care**—Incoming prisoners are vaccinated for smallpox and Wassermann tests are taken. They are given an inspection for gross disease conditions. Dental and eye service is furnished only on complaint. There is a full-time dentist and an oculist visits the prison two days weekly as needed. Tuberculous prisoners are placed in a separate building across the yard from the hospital. This is a low, one-story frame building one room deep. The patients are given hospital diet with an added quart of milk daily. Venereal cases are placed under treatment.

**4. Psychological Work**—There is no routine examination.

**5. Commissary**—The commissary department is located on the first and second floors of one of the central buildings. In the mess halls the men are seated at tables facing one way. Food is taken from the kitchen to the upper mess hall on the second floor by elevators. Because of overcrowding it is necessary to serve two or three sittings at each meal. The construction of the mess hall with its wooden floor and tables makes it impossible to keep it free from odors with the number of meals that have to be served.

The kitchen equipment, like the mess hall, is inadequate for the

present population, but considerable improvement has been made in it since the 1926 Handbook, especially in relation to ventilation. The storeroom, located in a semi-basement, and a bakery similarly located are lacking in proper ventilation and lighting. The commissary department, as a whole, is not up to modern institutional standards in any fundamental respect, but considering the fact that every part of it is overworked, a fairly good standard of sanitation is maintained.

The dietary is supplemented by the products of the prison farm and dairy. Fruit and vegetables are served daily. The dinner menu is varied and the food is not rationed. The kitchen and storerooms are fairly clean.

**6. Baths**—In place of a central bath house, the showers are located in various cell house basements or in cells prepared for that purpose. With the exception of those in the new cell house the baths are rather crude. Only one bath a week is given to the general population. Kitchen and commissary men are allowed to bathe more frequently.

**7. Recreation**—There is a two-hour period of recreation Saturday afternoon and on Sundays and holidays from 9.30 A. M. to 2.00 P. M. Baseball, football and horseshoes are the principal sports. Baseball games are played with outside teams and occasionally teams are taken outside of the prison to play. The sports are financed by receipts from games.

**8. Entertainment**—Movies are given once a week during the winter months. Boxing bouts are staged as entertainment about twice a month. The only radios are those owned by individual prisoners.

## VI. INDUSTRIES

**1. Workshops**—The new machine shop is well lighted, ventilated and equipped and as a whole is up to modern factory standards. The other shops with the exception of the shoe shop are old, poorly lighted, both by natural and artificial lighting, and poorly ventilated. They are inadequately supplied with toilet facilities. As a result of the construction and overcrowding and apparently because of neglect the sanitary standard of the shops is hardly to be duplicated in any prison in the country.



**2. Character**—The contract system was abolished by law a few years ago. Some industries are now conducted on the state-account plan, others on the "cut-make-and-trim method" which is a manufacturing agreement.

The industries pay the institution \$1.00 a day for the labor of each inmate assigned to the industry.

**3. Employment**—On May 1, 1928, when the prison was visited, the 3785 inmates were distributed as follows:

Workman Clothing Company .....	1067
Missouri Shirt Manufacturing Company .....	412
Parker Boot & Shoe Company .....	133
Missouri Furniture Manufacturing Company .....	376
Missouri Broom Company .....	127
Binder twine plant .....	61
Warehouse, etc. ....	58
Farms .....	76
New construction .....	53
Rock crushing .....	66
Brickyard .....	15
Band .....	26
Library .....	12
Service to officers .....	10
Sick .....	82
Hospital details .....	49
New men unassigned .....	312
Miscellaneous .....	103
Various maintenance details .....	657

**4. Vocational Training**—While the machine shop, shoe shop, and a few of the other industries offer some opportunity for vocational training, there is no carefully planned effort to realize the possible value of these shops. The sewing industries have no vocational value.

**5. Compensation**—Men on maintenance are paid \$1.00 a month; men working on industries are paid a "tip" for work and over-task. For the approximate 2500 men in the industries in April, 1928, \$4915 was paid or an average of about \$2.00 per man per month.

## VII. EDUCATION

**1. Library**—There is a fair library of over 9000 volumes with a weekly circulation of 1500. The chaplain has charge. There has

been no appropriation for new books in the last few years and replacements are needed. No magazines are subscribed for. The library occupies three rooms in the industrial building formerly used for industries.

**2. School**—There is no real educational program. A local teacher is employed on a part-time basis to supervise the cell-study work of a small number of men. A negro teacher does similar work with the colored prisoners.

## VIII. RELIGION

**1. Chapel**—The assembly building located in the yard back of the mess hall serves for a chapel as well as for entertainment purposes. It seats about 2000 men. The construction and equipment are crude. It is in every sense an auditorium rather than a chapel. There is a Catholic chapel on a separate floor of the mess hall building which is used exclusively for Catholic services.

**2. Chaplain**—There is a full-time Protestant chaplain and a full-time Catholic chaplain.

**3. Services**—Both Catholic and Protestant services are held weekly.

**4. Other Agencies**—The Salvation Army holds meetings occasionally in the men's prison and in the women's section every Monday night.

## IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The state law does not provide for a parole system as such. The Governor is authorized to grant reprieves, commutation and pardons, reporting to the legislature each case on which such action is taken. The authority of the Governor in this respect is delegated to the Board of Commissioners, as a whole. This commission uses parole methods though the law does not provide for them. A



prisoner is paroled to a sponsor, usually an employer, and a monthly report is required both from the man paroled and from the sponsor. The length of the parole period depends on the time served on the sentence and on the record of the inmate. Inmates are eligible for parole on serving seven-twelfths of the minimum sentence, or discharge on the expiration of three-fourths of the sentence. During 1927, 59 were paroled and four pardoned, 36 men were restored to citizenship and 26 transferred to Booneville. During the year, 1447 were discharged on the expiration of the fixed amount of their sentence.

### XI. Cost

Gross cost for the biennium ending	
12/31/28 .....	\$2,413,944.28
Paid to institution by the industries for	
work of prisoners .....	1,115,931.92
Net profit of industries .....	259,780.11
Net cost of industries .....	1,037,232.25 *

### COMMENT

Missouri ranks ninth among the 48 states in population and eighteenth in area; its wealth is estimated at about ten billion dollars. Its prison is one of the three largest in the United States, being very nearly as large as San Quentin, California and Columbus, Ohio.

The Missouri prison, however, is chiefly notable for its grave defects. These are to be found in the organization of its government, in the very serious overcrowding, in low sanitary standards throughout the institution, in bad working conditions in the shops, in the medical program of both the general and tuberculosis hospitals, in the methods of discipline, and in the lack of educational program.

The institution has one of the best cell houses in the country, a large auditorium, a beautiful flower garden in the center of the prison, and a very good farm program in process of develop-

\* See VI. 2 of Report.

ment. Apart from these things it is difficult to find any features of the prison which can be commended in themselves or compared favorably with like features in other institutions.

In several states too great division of authority in handling penal affairs can be found, but in no state is the idea of plural executives carried as far as in Missouri. Such a division of authority does not give unity of management, prevents the fixing of responsibility, and offers unusually favorable channels for the play of political influences on institutional control. While it is true that the type of control did not create the conditions referred to in this Comment, it is just as true that this type of organization has been unable to prevent conditions from getting steadily worse and seems to give little promise that it will be able to remedy them.

The state might well study the organization for handling state institutions in Minnesota and the tradition developed in that state for making appointments and for continuity in office.

Aside from the excellent cell house referred to, which is so seriously overcrowded that the advantage of the type of construction is largely lost, there are no other housing facilities in the institution which come up to modern institutional standards. Two other cell houses are not more than fair and another, used for housing negro prisoners, is so antiquated that it is hardly fit for human habitation. It might possibly be tolerable for housing one or two men in a cell but instead of this the larger cells are used for four to six men each. The ventilation is utterly inadequate for so many inmates. There is no plumbing and buckets must be used, a condition which is serious enough when there is but one man to a cell but which becomes intolerable when there are several.

The increase in population has made necessary the use of several makeshift dormitories. These quarters were not planned for dormitory purposes and are so crowded that the air in them does not seem fresh even in the daytime when the men are out. The crowded condition makes utterly impossible the kind of supervision that is essential in institutional dormitories. The old quarters for women are now used for many times the number of men they can properly house. The construction of the dormitories is such that even a minimum standard of sanitation can not be maintained.



While the lack of equipment may be properly charged against the inadequate appropriations made by the state, the upkeep of buildings is a responsibility of the management. A more generous use of janitor service of men now idle would greatly improve the appearance and cleanliness of the present buildings.

In the yard below the prison a small new cell house has been built for disciplinary purposes. While the conception of the use of this building seems to have changed a number of times, it was built primarily for the complete segregation of chronic offenders against prison discipline. The cells are built along the outside, so that each one has a small window, but unfortunately two beds were put in each cell. One end of the building is to be used as a mess hall and between the mess hall and the cell house is a steel turret with loopholes for guns facing into both cell house and mess hall. The whole construction is of the bastille type and indicates a complete dependence on concrete and steel and force and a corresponding lack of faith in the leadership of officers and in the possibility of morale on the part of the prisoners. To dub this structure medieval would be flattering. It is probably the most glaring anachronism to be found in the penal institutions of the country.

Of the industrial buildings only the shoe shop and a new machine shop provide working conditions that are really satisfactory. The other shops are seriously congested. The lighting and ventilation are quite inadequate. The shops are disorderly and show a lack of attention to sanitary standards which is almost incredible.

Wisconsin and Rhode Island have installed indirect lighting in some of their shops to avoid eye strain. The lighting condition in some of the shops here is so defective that it imposes serious eye strain, especially on prisoners with defective vision, and increases nervous tension and resultant disciplinary problems. With the exception of the machine and shoe shops, few of the industries have any vocational training value.

Most of the industries are today run on the "cut-make-and-trim" basis, a system developed since the old contract was abolished in 1918. This is a method devised to enable the state to employ its prisoners in industries on a basis which while it may not break the letter of the law certainly strains the spirit of it. The system may be

justified as a temporary expedient to avoid idleness, but it does not provide a satisfactory basis for prison industries and it puts the officials of the prison in a false light. It is a poor method of educating the prisoners in respect for the laws of the state.

Neither the hospital facilities nor the medical service of this prison are in any way adequate. The hospital is old, without modern conveniences or arrangement. Its capacity is so limited that only emergency surgical work can be done. The population would warrant the employment of a full-time physician with a capable staff to care for the medical work of the institution. A new hospital building treble the size of the present one is urgently needed.

The tuberculosis hospital is a drab and dreary place with very unsightly surroundings which could be greatly improved with little effort. All food served must be carried across the yard from the hospital and it is often cold and unpalatable by the time it reaches the patients.

A physical examination should be made of each incoming prisoner. This should include mental, dental, and eye examinations in addition to the tests now given. The care of the insane is wholly inadequate. There is room to hospitalize only the worst cases, others being left in the cells.

The spirit of the disciplinary system may not be entirely revealed by the old punishment section or the new disciplinary cell house. The latter was not yet occupied at the time the prison was visited. In the old punishment section, however, men are required to stand facing the wall until the deputy comes in the late afternoon to hear their cases. If they are reported early in the day it means that they have to stand there for hours regardless of what disposition the deputy finally makes of the case. The punishment cells have only one merit, that they are not dark. The handling of the whole punishment section has been criticized many times as being left entirely too much in the hands of colored inmates.

With conditions of overcrowding such as obtain in this institution it is probably not possible to build up a high morale, but little dependence here seems to be placed on morale and an unjustifiable amount of faith in the use of punishment cells of a type which would not be tolerated in most prisons today.



The women have been taken from the institution and are quartered in a remodeled farm house about a mile from the prison. They are still a part of the institution. While getting them out of the main prison is a step in advance it is but a short step. Its methods still dominate their treatment. This is the only institution in the country where representatives of this Society have seen women wearing a ball and chain. The women prisoners, in a state of the size and wealth of Missouri, should be taken care of in a separate institution for women. Of the neighboring states, Iowa, Nebraska and Kansas made this move several years ago.

In the 1925-26 published report of this institution it is noted that approximately 50 per cent of the inmates received during that period had not been arrested previous to the offenses which led to this imprisonment, and that about 50 per cent of that number had received sentences of two years or less. It is impossible to avoid the conclusion that the state, by housing in an institution such as this, first offenders and those whose offenses do not warrant a sentence of more than two years, is committing a more serious crime against society than the short-time inmates committed, and that the institution is doing more to contribute to crime in the state than it is to prevent it.

The state system of control should be centralized and additional institutions should be developed. This one is far too large for effective management, although it could be made fairly satisfactory for housing about half its present population. Until the whole system is reorganized the state of Missouri, judged by any recognized standard, must be placed far below other states that are comparable to it in wealth or population.

## MONTANA STATE PRISON DEER LODGE, MONTANA

Visited July 3, 1928.

In territorial days, about 1879, a prison was established at Deer Lodge. The cell house, which was the main part of the original prison, still stands.

### I. GROUND AND PLANT

The territorial prison with its Mansard roof may be seen above the front wall, flanked on either side by later cell blocks of a type ordinarily associated with armories.

The cell houses are built parallel with, but a few feet back of the front wall. Along the rear wall another series of buildings runs. The space in the center is open except on one end where a combined auditorium and chapel, a gift of a citizen, stands.

There are about six acres within the walls.

**1. Housing**—There are two cell houses. The cells have been removed from the original cell house which is now used as an industrial building. Cell house No. 2 has no plumbing. It contains 168 cells, 8 x 6 and 7 feet high, in three tiers. Toilet and washing facilities have been provided at one end of the cell house on the lower corridor. The new cell house contains 200 cells on four tiers. The cells measure 9 x 7 and 7 feet high and have a lavatory and toilet of a good quality. The beds are equipped with straw mattress, blankets, sheet and pillow case. At the time the prison was visited the 68 cells were used for two men each. Most of the cells have a locker, a small table and a chair or stool. The men are given some freedom in the furnishing and decorating of their cells. In the prison proper, there are no dormitories but just outside the walls there is a large bunk house for the men who work on nearby farms and other jobs outside the walls. Double-deck bunks are used here.



The building is of a temporary type and somewhat crude. The kitchen and mess hall adjoining are clean and well cared for.

**2. Farm**—The state owns three farms and leases others.

## II. ADMINISTRATION

**1. Control**—The board consists of the Governor, Attorney General and Secretary of State. The board holds meetings at the prison several times a year. The warden's appointment, made by the Governor and confirmed by the Senate, is for a four-year term.

**2. Warden**—A. B. Middleton was appointed warden in April, 1925. He had formerly been a rancher in the state and a sheriff of the county. The warden also acts as state Registrar of Motor Vehicles.

**3. Deputy**—J. E. Neville was appointed deputy in July, 1926. He had been in the service about five and a half years as guard and captain of the guards and also was sheriff of one of the counties.

**4. Guards**—There are 32 guards appointed by the warden. The guards work on eight-hour shifts, seven days a week, and no vacation is given. Quarters and meals are provided for the unmarried guards.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$4000	quarters and maintenance
Deputy .....	1980	and meals
Guards .....	840 to 1020,	quarters and meals for single guards
Doctor (part time) .....	1380	
Chief clerk .....	2160	

The total number of employees on the payroll is 50.

There is no pension system.

## III. PRISONERS

**1. Population**—On July 3, when the prison was visited, there were 462 prisoners. The following analysis of 462 prisoners is given as of June 30, 1928:

### Ages when received:

Under 20 years .....	32	30 to 39 years .....	108
20 to 24 " .....	112	40 to 49 " .....	69
25 to 29 " .....	100	50 and over .....	41

**Nativity:**

Native born ..... 377 Foreign born ..... 85

**Race:**

White..... 436 Negro..... 22 Other races..... 4

**Education:**

Illiterate ..... 39 Read and write ..... 423

**Sentences:**

No. on Indeterminate Sentence ..... 460

“ “ Determinate “ ..... 2

Under 5 years ..... 174 Bet. 31 and 40 years ..... 15

Bet. 5 and 10 years ..... 123 Over 40 years ..... 31

“ 11 and 20 “ ..... 62 Life ..... 35

“ 21 and 30 “ ..... 22

Executions in Montana are by hanging and take place in the county in which the crime is committed instead of at the state prison.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—On recommendation of the doctor, the prison board may order the transfer of men adjudged insane to the state hospital.

4. **Women**—The women prisoners are quartered in a building in the rear of the men's prison. The only entrance to this is through the men's prison. There are nine women prisoners. No work is provided except maintenance details. The matron lives in the quarters with the women.

#### IV. DISCIPLINE

1. **Rules and Regulations**—Talking is not permitted in the mess hall or in the cell houses. The state pays the postage on one letter a week. Men may send additional mail but have to pay the postage. Magazines, books and newspapers may be received direct from the publishers. Visits of 20 minutes' duration are permitted visitors from Deer Lodge on Friday afternoons. Out-of-town visitors are allowed longer periods and may visit at any time during the week. Men are permitted to purchase orders from a specified list of goods twice a month from outside stores and weekly orders of tobacco. No limit is placed on the amount which may be spent.



**2. Punishments**—Loss of shows and writing of letters are the punishments used for lesser offenses. For more serious offenses men may be placed in one of the six punishment cells from one to ten days on a bread and water diet. The number given this type of punishment average about two a month. One man is locked permanently in his own cell.

## V. HEALTH

**1. Hospital**—The hospital consists of one ward of ten beds centrally located in the prison yard. An operating room is available for major surgery. There are no laboratory or X-ray facilities. The attending physician supplies a portable X-ray equipment. All laboratory work is sent to the state board of health.

**2. Medical Staff**—A physician visits the hospital daily as needed and a dentist spends two days a week. Two inmates are assigned to hospital work.

**3. Medical Examination and Care**—On admission the hospital clerk inspects the prisoner and, if he deems it necessary, refers him to the physician for further examination. All are vaccinated for smallpox and have Wassermann tests made. Dental service is provided only on complaint. An optometrist visits the prison twice a month to examine the eyes of those wishing to consult him.

Tuberculous inmates are given an extra ration of two quarts of milk daily. The more serious cases are treated in tents in the prison yard. Mild cases are left in their cells. Venereal cases are placed under treatment.

**4. Psychological Work**—No psychological work is done.

**5. Commissary**—The mess hall on the second floor over the kitchen is well lighted and ventilated. It has been redecorated and put in much better shape than when the prison was last visited. Men are seated on benches at tables all facing one way. The tables are covered with oilcloth. The kitchen is equipped with a large number of steam cookers but no ranges. The bakery uses a small cake mixer in place of a dough mixer. With the exception of the ranges and dough mixer and possibly a forced-ventilating fan, the kitchen is adequate and the whole commissary is clean and well cared for.

The diet is rather heavy for the inmates' needs. It consists largely of meats and starchy foods. Green vegetables are used sparingly. Food is not rationed.

**6. Baths**—There are eight shower baths in a room adjoining the barber shop. The regular population is given one bath weekly and the commissary men more often. There are showers in the bunk house outside of the prison which men are permitted to use twice a week.

**7. Recreation**—The yard space is not large enough for baseball or sports. The recreation time in the yard, therefore, is the yard privilege rather than recreation time. Men are given the yard two hours daily when not working and the entire population have the yard Saturday, Sunday and holiday afternoons when the weather permits.

**8. Entertainment**—Movies are shown once a week and on holidays. Occasional lectures are given and school and home talent entertainments from Deer Lodge are given at the prison.

## VI. INDUSTRIES

**1. Workshops**—The workshops are situated in a remodeled part of the old cell house. They are well lighted and ventilated and for the present number of men employed afford good working conditions.

**2. Character**—Auto-tag and clothing factories are on the state-use and the farms are on the state-account plan.

**3. Employment**—On July 3, 1928, the population of 462 was distributed as follows:

Auto-tag factory .....	55	Maintenance details .....	117
Clothing factory .....	17	Women .....	9
Work out of prison .....	105	Unassigned .....	129
Band .....	30		

At some times during the year the auto-tag shop and outside work details are substantially increased.

**4. Vocational Training**—There is no organized attempt to give vocational training though some part of the auto-tag shop, a



few of the maintenance details and some of the farm details offer some opportunity for vocational training.

5. **Compensation**—There is no wage system.

## VII. EDUCATION

1. **Library**—There is quite a good library of 8,000 books with a reported circulation of 135 books a day. No magazines are subscribed for and few are contributed. The original library was the gift of W. A. Clark, Jr. It is fairly well kept up by gifts and visitors' fees. It occupies a room in the yard and is easily accessible.

2. **School**—There is no school.

A half dozen correspondence courses are purchased by the prisoners. Their selection is passed on by the deputy.

## VIII. RELIGION

1. **Chapel**—The chapel, also a gift of Mr. Clark, has a seating capacity of 950. It is also used as a general auditorium.

2. **Chaplains**—There is no regular chaplain. Ministers of the local churches conduct services by arrangement with the local ministerial association.

3. **Services**—Catholic services are held once a month and Protestant services on three Sundays of the month.

4. **Other Agencies**—The Salvation Army conducts services occasionally.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

When half of the minimum term is served men are eligible for parole, the authority for which is invested in the Governor and Secretary of State. For the biennial period ending June 30, 1928, 16

men were discharged outright, 461 men were paroled and 23 were declared violators and returned. Men are not paroled to individuals but make a monthly report by letter to the prison.

### XI. Cost

Gross cost for the year ending 6/30/28.....	\$153,469.79
Earnings.....	19,000.00
Net cost.....	134,469.79

The net per capita cost was 95 cents per day, the lowest it has ever been.

New construction cost to the amount of \$5,006.30 is included in the above gross cost.

Earnings are left in a revolving fund.

The warden acts as Registrar of Motor Vehicles and the auto-tag work is done by inmates at a substantial saving to the state though this does not show in costs.

### COMMENT

Although the plant is made up of buildings of different ages and types, the worst features have been eliminated and it is not inadequate for a prison of this size. In one cell house there is no plumbing in the cells. This defect has been met in part by installing plumbing in one end of the cell block. The dormitory for trustees just outside the walls should be replaced by a fire-proof structure and a higher standard of sanitation maintained in the sleeping quarters.

The industrial situation has been improved in recent years. An automobile license tag plant has been recently installed and provides employment for a number of men. The warden has been made the state registrar of motor vehicles so that the details incident to this office may be handled in the prison. These two lines of work give employment to a considerable number of men who were formerly idle, but the obvious need of the prison is for more industries. The farm work is seasonal and the selling of even surplus farm



products has not been without opposition. This state, in common with many others, must ultimately face the fact that to force men to spend years in idleness may be committing a greater crime against society than the crimes which many of the men committed. Meeting the major part of the total cost of the institutions from the profits of industries is an important thing to the taxpayers, but it is less important in the long run than the effects of turning out men who have been forced for long periods to be idle or semi-idle.

Two of the best features of the prison are the auditorium and the library, both of which are gifts of a citizen of the state. The latter needs regular funds for the purchase of new books, the repair of old ones, and to supply magazines. With a large selection of books as a beginning, adequate funds, made available from visitors' fees, would keep the library up to a good level. This is especially desirable because of the lack of educational work. The assistance of state educational authorities should be sought to establish a well-rounded program of education.

The few women prisoners, quartered in a small walled-in section adjoining the prison, should be taken care of in some state institution for women. It is accepted as sound prison practice that women inmates ought not to be kept in an institution designed primarily for men. The quarters here are restricted and a monotonous routine is unavoidable. Under these conditions the state can do little more for its women offenders than to hold them during their sentences. No effective use is made of their labor and little of a constructive nature can be done for them.

This is one of the few institutions that still adhere to the old practice of using no knives and forks in the mess hall but supplying the inmates with a large spoon only. This practice was inherited by the present administration but there is no justification in general prison experience for continuing it.

While the hospital facilities are probably adequate for the inmates' needs, there is a lack of medical supervision, particularly in the matter of the physical examination of incoming prisoners. These examinations should be made by the physician instead of an inmate without medical training. The same observation holds true in the matter of holding the sick call. Here the inmate's judgment as to

the nature and seriousness of the disease is given full play. The salary of the physician is insufficient to permit of more than a general supervision over the prison work. It should be increased to a point where closer attention to the medical needs of the hospital could be demanded. With the prison farm producing vegetables, they should be more generously used in the inmates' diet.

A small prison, so situated that there is comparatively little contact with other institutions or officials, should make provisions for its officials to visit other states and to attend the meetings of the American Prison Association, in order that they may keep in touch with advances in penal methods.



## STATE PENITENTIARY LINCOLN, NEBRASKA

Visited July 18, 1928.

The State Penitentiary of Nebraska was established in 1878. The present building is on the site of the original prison at Lancaster about three miles from Lincoln. This location makes it readily accessible to the chief centers of population.

### I. GROUND AND PLANT

The administration building has offices and quarters for the deputy warden. This and the guard room behind it with cell houses on either side are built of limestone. The buildings in the yard have been erected at different periods and vary in type of construction material. A new residence for the warden has been built near the prison.

1. **Housing**—There are two cell houses, one with 214 cells on three tiers, the other 74 cells on one tier. The top of the latter cell block is floored over and used as a chapel and auditorium. The cells are 7 x 5 and 7 feet high. They are equipped with a crude lavatory and toilet and double-deck bunks which have straw-filled ticks, sheets and blankets. The men are permitted to supply additional equipment. Most of the cells are occupied by two men. In addition to the cells, there are three dormitories located in buildings otherwise used for industries. The dormitories are also equipped with double-deck bunks and provided with a number of toilets and lavatories. The buildings were not constructed for dormitory purposes and the problems of maintaining a satisfactory standard of sanitation and securing proper ventilation are difficult ones.

2. **Farm**—The prison runs two farms, one of 220 and the other of 120 acres. In addition to the garden products, the farm has a large dairy and piggery. Most of the farm products are used in the prison commissary.

## II. ADMINISTRATION

1. **Control**—The State Board of Control has charge of 17 of the state institutions. The members are appointed by the Governor. The law provides that the majority of the board is to be of the same political party as the Governor. This unfortunate provision of the law has prevented the reappointment of members in recent years. The three members of the board give their entire time to the services of the state and receive a salary of \$4,000 a year. They appoint the heads of the institutions and with the warden work out the general policy of the prison.

2. **Warden**—W. T. Fenton has been warden since 1913.

3. **Deputy**—D. G. Kavanaugh was appointed deputy in 1921. He has been in the service of the institution as guard, captain and deputy for over 20 years.

4. **Guards**—There are 49 guards appointed by the warden. Their working day is 12 hours with one day off every two weeks and alternating Sundays. They are given one week's vacation a year.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$2500	quarters and maintenance
Deputy .....	2000	" " " "
Chief clerk .....	2064	" " "
Matron .....	660	" " "
Guards .....	720	to 1200, dormitory quarters and meals
Doctor (part time) .....	1600	
Chaplain .....	1600	
Engineer .....	2700	
Asst. engineers .....	1620	
Steward .....	1600	quarters and maintenance

After five years of service the guards receive an increase of five per cent of their original pay; after seven years ten per cent; after ten years, 15 per cent.

There is no pension system.

## III. PRISONERS

1. **Population**—On July 18, 1928, there were 698 prisoners.

The following analysis is given of the 272 prisoners received during the fiscal period ending June 30, 1928:



**Ages when received:**

Under 21 years .....	30	30 to 40 years .....	94
21 to 25 " .....	39	40 to 50 " .....	32
25 to 30 " .....	51	50 and over .....	26

**Nativity:**

Native born .....	251	Foreign born .....	21
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The foreign born were from 14 countries.

**Race:**

White .....	252	Negro .....	18	Other races .....	2
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**Education:**

Illiterate .....	8	High school .....	36
Grammar school .....	226	College .....	2

**Sentences:**

No. on Determinate Sentence .....	179
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" " Indeterminate .....	93
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Up to 5 years .....	190
Bet. 5 and 10 years .....	62
" 11 and 20 " .....	10
" 21 and 30 " .....	8
Life .....	2

**2. Classification**—There is no scientific system of classification.

**3. Insane**—Men are adjudged insane by a board of examiners which consists of the prison physician, a member of the state hospital and an appointed member. On order of the Governor, they are transferred to the state hospital.

**4. Women**—There are 14 women prisoners quartered on the upper floor of the administration building above the deputy's quarters. They are under the immediate charge of a matron and do laundry work and sewing for the state institutions.

## IV. DISCIPLINE

**1. Rules and Regulations**—A rule book designed to be placed in each cell gives the general rules of the institution, also the "good time" allowance and a statement of parole conditions. Inmates are

permitted to write one letter a week and additional ones within reason on request. Magazines, books and newspapers may be ordered direct from the publisher. Smoking is permitted in the cells and on the recreation field. The rule of one visit a month is not rigidly adhered to. Visiting hours are from 1.30 to 4.00 in the afternoon. Visitors are seated in the guard room on either side of a screen. Men are permitted to purchase food, tobacco, etc., from a prison canteen in the yard. A form of token money is used.

**2. Punishments**—Reprimands and loss of privileges is the type of punishment used for the lesser offenses. From two days to two weeks in the jail is also a form of punishment in use. When the prison was visited, additional cells were being built in the isolation section to take care of men who are isolated for longer periods, and also four cells for condemned men, in place of the cells now used in the hospital. The old punishment cells are not dark but the ventilation is inadequate. The new punishment cells designed for permanent isolation are larger, better lighted and ventilated and are better adapted for such use.

## V. HEALTH

**1. Hospital**—The hospital is situated above the mess hall and has a capacity of 26 beds consisting of one ward of six beds for tubercular patients and ten rooms of two beds each. There is a well-equipped operating room in which major surgery is done. Food is prepared in the main kitchen. All laboratory work is done by the State Board of Health and patients needing X-ray examination are taken to the State Orthopedic Hospital at Lincoln. The electric chair and cells for condemned men are in the hospital.

**2. Medical Staff**—A part-time physician is in charge of the hospital. A dentist devotes practically full time to the prison work. Four inmates are assigned to the hospital.

**3. Medical Examination and Care**—On admission each inmate is given a physical examination and Wassermann test. Dental and eye examinations are given only on complaint. As far as the hospital facilities permit, defects found on examination are cor-



rected during the inmate's stay. No tuberculosis cases were known among the present inmates. Venereal disease cases are placed under treatment.

**4. Psychological Work**—There is no mental examination beyond a notation by the physician of the mental state at the time of entrance.

**5. Commissary**—The commissary department occupies the ground floor of a separate building in the yard. The mess hall is not more than half large enough for the present population. It is fairly well lighted but has no system of forced ventilation. The men are seated at tables all facing one way. There is a gun guard in the mess hall. The kitchen and bakery are well equipped but like the mess hall were not designed for a population as large as the present one. Two and three seatings are necessary for each meal and the kitchen and bakery are overworked in the same degree. A good standard of sanitation is maintained considering the overwork of every part of the department.

The diet is ample for the inmates' needs. It is heavy with meat and there is a tendency to repeat the same menus on the same days of the week. Meat only is rationed. Fruit is served sparingly. The kitchen was clean but badly infested with flies. Only physically well inmates are permitted to do kitchen work.

**6. Baths**—There is a new bath house in a building in the yard. It contains 60 showers. The general population is given one bath a week and yard, boiler and commissary men may bathe daily.

**7. Recreation**—Men are given daily periods in the recreation yard after task is completed, also Saturday afternoons from 1.30 to 4.50 and on Sunday mornings from 8.30 to 9.45. In addition to baseball, volleyball and other games are played. Athletic supplies are purchased from profits at the prison store, and interest on funds and band concerts during state fair week.

**8. Entertainment**—Movies are shown regularly and lectures and musical entertainments are given from time to time. The University School of Dramatic Art puts on shows for the men occasionally and inmates stage two or three shows yearly for outsiders, the receipts from which are put into an entertainment fund.

## VI. INDUSTRIES

1. **Workshops**—The workshops are housed in two and three-story buildings which, as a whole, do not come up to modern factory standards. Like other parts of the prison they are seriously overcrowded, need artificial and forced ventilation, and some of the sewing rooms especially need indirect lighting systems.

2. **Character**—Some of the industries are on the state-account plan and others on the contract basis.

3. **Employment**—On July 18, 1928, the industrial distribution of the 698 prisoners was as follows:

Shirt shop .....	229
Furniture shop .....	62
Pants shop .....	150
Farmers, gardeners .....	62
New construction .....	14
Women .....	14
Power plant and outside trusties..	29
Maintenance .....	98
Sick and unassigned .....	40

4. **Vocational Training**—Some of the farm details, power plant and part of the work in the furniture factory have vocational value. The shirt and pants industries which employ a large number of men have none except for a very few men who are trained as cutters.

5. **Compensation**—Men working on the farms and gardens receive 30 days' additional "good time" each year. Men working on construction receive from 25 cents to \$1.00. The furniture shop pays on a piece-work basis from \$6.50 to \$20 per month. Men on the shirt contract are paid 20 cents for a task and a bonus which amounts to \$5.20 a month.

## VII. EDUCATION

1. **Library**—There is a good library of 4000 volumes with a circulation of 500 a week. The rebinding done by the state library is especially good. There is no regular appropriation but the State Library Commission supplies new books and magazines. There are



38 copies of 30 current magazines. The chaplain has charge of the library. The state library gives excellent cooperation.

**2. Schools**—School work is not compulsory but it is related to parole and three days' extra "good time" is awarded for every month of satisfactory school work. Courses extend through the eighth grade. There are also classes in bookkeeping and business arithmetic. The enrolment averages 150. The Bible class meets one night a week and is considered part of the school. School is in session from 6.00 to 7.45 P. M. five days a week through eight and a half months of the year. There are two schoolrooms, seating a total of 150, in the basement. In addition to the usual moving pictures, there is one showing of educational films weekly for the school only. Educational work is in charge of the chief clerk. The eight inmate teachers are paid \$3.00 a month and one is paid \$5.00.

Three men are taking correspondence courses supervised by the school department.

## VIII. RELIGION

**1. Chapel**—The auditorium which has been erected over the single-tiered cell house is used also as the chapel. It is well lighted and ventilated, and has adequate seating capacity. While the location is unique, it has more religious atmosphere than many prison auditoriums or chapels.

**2. Chaplains**—There is a full-time and part-time chaplain.

**3. Services**—Protestant and Catholic services are held weekly.

**4. Other Services**—People from the city come in to conduct Sunday school. Christian Science and Salvation Army services are held occasionally.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The Board of Pardons consists of the Governor, Attorney General and Secretary of State. This board holds one meeting a

month. Men to be paroled must have a written statement of an assurance of work. The employer must agree to look after the man and sign the monthly parole statement. Men are eligible for parole, when minimum sentence is served and providing they have no previous record, if conduct is good. For the fiscal period ending July 1, 1928, 182 men were discharged, 84 paroled and nine returned.

### XI. Cost

Gross cost for the fiscal year ending	
6/30/28	\$297,579.75
Earnings	101,342.94
Net cost	196,236.81
Gross per capita cost	425.11
Net per capita cost	291.96

New construction to the amount of \$13,964.80 is included in the gross cost. The earnings are returned to the state. The net per capita cost does not take into consideration the earnings, but all material (parts and repairs), equipment, purchases of and improvements to lands and buildings, etc., which in the above case amounts to \$93,201.86, are deducted from the gross cost.

### COMMENT

The buildings of this prison were constructed over a long period of time and very few of them are modern. They are well kept, however. New bathing facilities have recently been installed and a small shop has been added to the clothing industry. Fortunately the population has not increased as rapidly as in most states but as there are only 288 cells for 698 men, three additional dormitories have been opened. These are small and crowded, with inadequate toilet facilities. They do not provide tolerable living conditions except as a temporary measure. The evils of doubling in cells and overcrowding in dormitories are well known, and the state should provide additional housing facilities without delay.

The industries manufacturing work-clothing employ over 50 per



cent of the men on a contract basis. This industry has practically no vocational training value, as it is a woman's trade outside. The working conditions in the shops, moreover, are not good, as they are overcrowded and the lighting is not adequate. The fiber furniture factory, operated on a combination of state-use and state-account, is a far better industry, but it employs only 62 men. An equal number are engaged in farm and garden work. The farm operations might well be extended to give worthwhile employment to a larger number of men. The power plant, supplying electricity to a number of state institutions, should be counted as an industry here; men employed there receive excellent training.

The wage scale has been greatly improved and is now one of the better ones of the country. This has without question served to offset in some degree the bad working and living conditions. Men on the farms and gardens receive extra "good time" in lieu of pay.

Another aid to morale is the generous recreation schedule. This is unusually varied and is stimulated by the cooperation of university athletes and coaches. The program of wholesome indoor recreation, especially the performances given by a dramatic school from the city, is also good. The unique auditorium on top of the single-tiered cell block has, in spite of its location, an unusual aspect of dignity and attractiveness.

The educational program is better than in most prisons of this size and the library is a good one. Schoolrooms are so located that they can be used at night. A feature of the school program is a showing of educational films each week. This is one of the few institutions in the country to make even a beginning of using films as a part of the school program. It is suggested that the educational work be expanded by securing the cooperation of the State University to the fullest extent.

The hospital equipment is modern with the exception of that of the dentist. A new dental chair is needed. The practice of the dentist deriving his entire income from the inmates makes it difficult for those without funds, but in need of dental care, to have the necessary work done. The dentist should receive at least a small salary from the state to cover the treatment of indigent inmates. The same holds good for the examination and treatment of eye conditions.

The electric chair should be removed from the hospital. The incongruity of combining the functions of healing and taking life is apparent.

New tables with non-absorbent tops are needed in the mess hall and a greater effort made to exclude flies from this department.

There are still women prisoners here notwithstanding the establishment of a state reformatory for women. Their quarters are necessarily cramped and their activities limited. It is a well-recognized principle that women prisoners have no place in a prison for men.

- They should be transferred to the reformatory even if it is necessary to build a special section for them.

Such restrictions as making everybody visit through a screen, still in force here, have been safely abandoned in a great many prisons, as has the use of a gunguard in the mess hall. Following a serious attempt at escape in September, 1925, the prison has been more heavily guarded than before. One man who participated in the break has been confined since that time in a cell not suited for permanent isolation. An addition is now being built to the punishment section with cells so constructed that they can be adequately lighted and ventilated. Despite the conditions commented on above, the morale of this prison does not appear to be bad. The officials have had long experience, the warden being one of the senior wardens of the country. Many of the major faults of the prison are to be attributed largely to the plant and industries rather than to personnel.



## NEBRASKA STATE REFORMATORY FOR MEN LINCOLN, NEBRASKA

Visited July 19, 1928.

A law establishing the State Reformatory for Men was passed by the 1921 legislature. The plant of a military academy was purchased for the reformatory which was opened in September, 1921. It is located about five miles outside of Lincoln.

### I. GROUND AND PLANT

The brick buildings are of a type frequently seen in armories or army barracks. The institution has no wall but it is surrounded by a high fence which encloses some seven acres.

1. **Housing**—There is one cell house in which 63 cells are arranged on three tiers. The cells, 8 x 6 and 7 feet high, are equipped with lavatory and toilet of good quality. Most of the cells are used for two men. Strap-iron beds are equipped with seaweed mattress, blankets, sheets and pillowcase.

The dormitory rooms of the military academy are used for housing the major part of the inmates. In each of the 50 rooms from two to six men are assigned. Double-deck bunks are used and the bed equipment is the same as used in the cells. Toilets, lavatories and shower baths are in separate rooms on each floor of the dormitory.

2. **Farm**—The state owns 161 acres of land and leases 250 additional acres. The farming operation includes a dairy, piggery, fruit farm, extensive gardens and general farm products. The farms make a substantial contribution to the prison diet.

### II. ADMINISTRATION

1. **Control**—(See section on Control in the State Prison report.)
2. **Supt.**—A. W. Miller was appointed superintendent in Sep-

tember, 1921, for an indefinite time. He had formerly been a juvenile court worker and had business experience as a salesman.

**3. Asst. Supt.**—H. P. Scheidler was appointed assistant superintendent in August, 1922. He had been captain of the guards for ten months previously and helped open the institution.

**4. Guards**—There are 33 guards and instructors. The working day is 12 hours long; a few have a shorter working day. Most of them are allowed two days off a month although a few assigned to special duties have every other Sunday off. A dormitory is provided for a few of the guards, an officers' mess serves to all. The guards are not uniformed.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$2500	quarters and maintenance
Asst. Supt. ....	1680	" " "
Captain of Guards .....	1512	" " "
Guards .....	720 to 840	
Doctor .....	5	a trip
Optician .....		Paid per trip
Foremen .....	1620	and one meal a day; others 1260
Steward .....	1320	quarters and maintenance
Cook .....	1620	
Educational Director .....	1732.56	and one meal
Chaplains .....	5	a service

There is no pension system.

### III. PRISONERS

**1. Population**—On July 19, 1928, when the prison was visited, there were 275 prisoners. The following analysis is given of the 208 prisoners received during the fiscal year ending July 1, 1928:

#### Ages when received:

Under 20 years .....	74
20 to 24 " .....	105
25 to 29 " .....	29

#### Nativity:

Native born .....	194	Foreign born .....	14
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The foreign born were from seven countries.



**Race:**

White.....196      Negro.....7      Other races..... 5

**Education:**

Illiterate ..... 3      High school ..... 54  
Grammar school ..... 149      College ..... 2

**Sentences:**

Maximum.....5 years to 10 years      Minimum.....1 month to 1 year  
Average ..... 2 years

**2. Classification**—There is no scientific system of classification. The Governor appoints a sanity commission and on their recommendation orders the transfer of men to the state hospital.

**IV. DISCIPLINE**

**1. Rules and Regulations**—The rules are general in nature and comparatively few in number. There is no silence system. Men are permitted to write to their people as frequently as they desire. Magazines, books and newspapers can be sent in by the families or direct from the publisher. Weekly visits from parents are permitted. Toilet articles, candy and tobacco may be purchased at regular intervals at the prison store.

**2. Punishment**—Loss of privileges is the punishment for most of the lesser offenses. In a separate building in the yard there are three isolation cells. They are fairly large and sometimes as many as three inmates are placed in the cells at one time. Cells are not dark but the sanitary conditions and ventilation are not up to a very high standard.

**V. HEALTH**

**1. Hospital**—Twelve rooms on the second floor are set aside for hospital purposes as needed. Only emergency and minor surgery is done here. There are no laboratory or X-ray facilities. The state Orthopedic Hospital at Lincoln supplies the X-ray facilities and all laboratory work is sent to the state board of health. Meals are prepared in the main kitchen.

**2. Medical Staff**—The state penitentiary physician visits this prison three times weekly. One inmate is assigned to hospital work.

**3. Medical Examination and Care**—Each incoming prisoner is given a physical examination with Wassermann test. A local dentist visits the hospital two days each week. Four local oculists give rotating service for eye examinations. Venereal cases are placed under treatment. Tuberculosis cases are assigned to light work or to the hospital, as their condition warrants.

**4. Psychological Work**—No psychological work is done.

**5. Commissary Department**—The kitchen and mess hall are in a semi-basement, which makes them rather dark and not easy to ventilate. The benches and tables in the mess hall are rather crude, making the problem of sanitation somewhat difficult. The kitchen and bakery appear adequately equipped except for a dough mixer. Considering the location, equipment and construction of the commissary department, a good standard of sanitation is maintained.

The dietary is supplemented by the products from the prison farm and dairy. Vegetables and fruit are served daily. Food is not rationed.

**6. Baths**—There are shower baths in the dormitory, one on each tier of the cell houses and a group of them in the dressing room of the recreation hall. Farm and kitchen men are permitted to bathe daily. The rest of the population is given one bath a week.

**7. Recreation**—Men are allowed the recreation yard an hour or two daily, Saturday, Sunday and holiday afternoons. Baseball is the principal sport; basketball, tennis and other sports are played. In the winter time the men in the pants shop are given two-hour periods in the recreation room for basketball. Athletic equipment is purchased from profits of the prison store.

**8. Entertainment**—Movies are shown every Sunday night. Lectures and musical entertainments are given occasionally. Inmates stage several shows a year and the University Players put on some of their shows. The radio is used only on special occasions.

## VI. INDUSTRIES

**1. Workshops**—The only regular industry, the pants shop, is in a semi-basement under the recreation room. With some attention to forced ventilation and lighting it will afford good working



conditions, though the space is hardly adequate. A small number of men are employed in the cannery, garage and paint shop, which are in buildings similar to the pants shop. Working conditions are satisfactory.

**2. Character**—The principal industry is on the contract basis with the D. M. Oberman Mfg. Company. The other work of the shops and farms is run on the state-account basis.

**3. Employment**—On July 19, 1928, the industrial distribution of the 275 prisoners was as follows:

Pants shop .....	110
Farm and gardens .....	48
Auto paint shop .....	8
Auto repair shop .....	8
Cement products .....	2
Boiler shop .....	8
Carpenter shop .....	7
Barber school .....	5
Laundry .....	10
Other maintenance details .....	52
Sick, and under punishment .....	17

**4. Vocational Training**—The automobile paint and repair shops, cement, boiler, carpenter and some of the farm details have considerable vocational value. The major industry, the pants shop, has none except for a very few men.

**5. Compensation**—Men in the pants shop are paid 20 cents per task. The total amount paid in April was \$405, in May \$374 and in June \$354.

## VII. EDUCATION

**1. Library**—The library is in charge of the school superintendent. It has 1500 volumes with a circulation of 250 to 400 a month. The library room contains tables and inmates may read there. There is some supervised reading. No regular appropriation is made, books being acquired through the State Library Commission and gifts. Two copies each of ten current magazines are taken.

**2. School**—Eighth grade work is required of those who lack it and education is related to parole. The average enrolment is 35. School meets from 8.00 to 11.00 A. M. and 1.00 to 4.00 P. M. five

days a week throughout the year. Each inmate enrolled attends one of the two sessions. The course is patterned after the state courses. There are five schoolrooms conveniently located. The superintendent of education is a trained man. Six inmate teachers are paid \$6.00 a month.

### VIII. RELIGION

1. **Chapel**—A fairly large room on the first floor of the administration building is used for religious services. While not designed for this purpose, it is well lighted and ventilated and satisfactory as a chapel.

2. **Chaplains**—There are no regular chaplains. Outside ministers are secured.

3. **Services**—Protestant services are conducted weekly and Catholic services every other week.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

The Board of Pardon and Paroles passes on all discharges. For the fiscal year ending July 1, 1928, 94 men were discharged and 75 paroled. Of the latter three were declared violators and returned. Men are paroled to individuals almost entirely and report by letter, the accuracy of which is approved by the "first friend."

### XI. COST

Gross cost for the year ending 6/30/28..	\$108,611.78
Earnings .....	18,670.22
Net cost .....	89,941.56
Gross per capita cost .....	424.26
Net per capita cost .....	407.38



The net per capita cost does not take into consideration the earnings, but all material (parts and repairs), equipment, purchases of and improvements to lands and buildings, etc., which in the above case amounts to \$4,322.55, is deducted from the gross cost.

The earnings are returned to the state.

### COMMENT

In an institution of this sort state policy may dictate one of two things: a typical reformatory program in which all the activities are designed to be broadly educational, or a junior prison program in which the reformative influence of hard work is stressed most conspicuously. Here a curious combination of the two appears to prevail. It is difficult to assess the institution properly. The spirit of the officials is certainly better than the program and far better than the plant. It is probable that the institution will never be a really effective one as long as a poor industry has so large a place in the institution.

Of the 275 inmates 110 are employed on a sewing contract. This is a women's trade outside and for men of the reformatory age it is very nearly as useless an industry as can be installed. Working conditions are not good. The shop is in a basement and something in the cloth attracts swarms of flies. The lighting when the institution was visited was very bad but excellent individual lights were to be installed. Such shops as the auto painting and repair shop and the farm operations, which employ about 60 men between them, are far better occupations for young prisoners. The main qualification to demand of a reformatory industry is that it shall teach habits of industry and give training useful after release. The furniture factories in the reformatories of several states are samples of this type of industry. Nebraska might well study the varied industrial program of the Kansas Reformatory, where production and education are combined to an unusual degree.

The educational work is entirely too limited and too narrow in its scope, in spite of skilled direction. It is plainly affected by the character of the industry which makes men unwilling to attend school

in the evening and by the insistence on production which prevents their being released for school during the day.

The hospital facilities are quite meager and the dental equipment is obsolete. A higher state of cleanliness should be maintained in this department.

The dentist might well receive a fixed salary from the state in order that needed service could be provided for indigent inmates.

The recreation schedule is generous and there is considerable variety both in the summer and the winter. The gymnasium, in which basketball is the most popular sport, is a valuable asset. The performances put on by a dramatic school from Lincoln are wholesome and stimulating. Such things tend to counteract the effect of undesirable features of the institution.

The main building, which was originally a military academy, is not well adapted to its present use. Its construction is such that it is difficult to keep up, and, in general sanitation it falls somewhat below the usual reformatory standard. There is especially need of a more generous allowance for paint. The one cell house is an excellent one. The whole culinary department is badly located in the basement and is defective from the standpoint of equipment. A dough mixer is especially needed and exhaust fans on the windows would help the ventilation. This department should be housed in a building properly located and planned.

The punishment section is not of the better type and the period of confinement in punishment cells is far longer than is customary in most institutions of this type.

A recital of the above defects might lead one to form a darker picture of the institution than the facts warrant. The things most needed are more adequate appropriations and the substitution of more worthwhile industries for the present bad one. The management is capable of organizing a real reformatory program, if given a fair opportunity.



## STATE REFORMATORY FOR WOMEN YORK, NEBRASKA

Visited July 21, 1928.

This institution for women was opened in 1920. It is situated on a 120-acre farm two miles out of York, Nebraska.

### I. GROUND AND PLANT

The institution proper consists of two brick cottages built by the state and two farm houses which were located on the place, one used for administration building and the other remodeled for a cottage unit.

1. **Housing**—The cottages are substantial buildings patterned after the cottages found in several of the newer institutions for women. One has 29 and the other 25 rooms. They are of a good size and some but not all are equipped with toilets. The kitchen and dining room for all inmates are located in one of the cottages and the laundry for the institution in a semi-basement in another. As a whole, these two cottages are quite satisfactory in plan, construction and upkeep. The remodeled houses used for cottages are satisfactory in most ways though they constitute a rather serious fire hazard.

### II. ADMINISTRATION

1. **Control**—The institution is under the supervision of the State Board of Control. (See section on Control in the State Prison report.)

2. **Supt.**—Dr. Alma J. Chapman was appointed superintendent in September, 1920, for an indefinite term of office. She had previously been a practicing physician in Lincoln and had several years' experience in the hospital for the insane.

Dr. Chapman is assisted by several women in various capacities.

These women have half a day off a week and ten days' vacation a year.

**3. Salaries and Pensions—**(Data not supplied.)

### III. PRISONERS

**1. Population—**At the time the institution was visited there were 55 inmates. The majority are committed because of vagrancy and the law also provides for the commitment to this institution of women infected with venereal disease. Most of the women have indeterminate sentences, although a few have flat sentences.

### IV. DISCIPLINE

The institutional rules and discipline appear for the most part to be in line with practices common today in the better institutions for women.

### V. HEALTH

**1. Hospital—**As inmates are treated in their rooms when sick, the hospital facilities consist of a one-room dispensary which may be used as an operating room and a treatment room for venereal cases.

**2. Medical Staff—**The superintendent is a physician and two other physicians visit the prison one day weekly to treat venereal disease. One of these also does the major surgery. There is a trained nurse on full-time service.

**3. Medical Examination and Care—**There is no physical examination on admission except that for venereal cases. Inmates needing dental or eye examination are taken to local specialists. As the majority of inmates are committed for vagrancy and venereal treatment, this work constitutes the major part of the medical service rendered.

**4. Psychological Work—**There is no mental examination.

**5. Commissary—**The daily menu is supplemented by the farm and dairy products. Meat is served but once or twice weekly. Food is not rationed.



**6. Baths**—Baths are provided in both cottages and may be used daily.

**7. Recreation**—The inmates are given the freedom of the yard in the evening and have a living room as common quarters in bad weather. Basketball, croquet and other games are played.

**8. Entertainment**—There is no provision for movies, but one of the halls is supplied with a radio.

## VI. INDUSTRIES

Aside from maintenance details and farm work, the women are used in a sewing room where they do work largely for the juvenile institutions of the state.

## VII. EDUCATION

**1. Library**—A small library contains books loaned by the State Library Commission.

**2. School**—All women regardless of education are required to go to school one hour a day directly after breakfast unless their duties make this impossible. There is one small schoolroom. The compulsory school deals largely with the lower grades and is taught by a matron who has had teaching experience. There was at one time a course in stenography and typewriting but insufficient interest is said to have been displayed. The superintendent believes that domestic science can best be taught through the work of the institution. Women learn plain sewing in the sewing industry and receive additional training in home-making in the various cottage details.

## VIII. RELIGION

Religious services are conducted regularly.

## IX. INMATE COMMUNITY ORGANIZATION

There is no organization of inmates to handle the activities of the inmate community, such as is found in many institutions for women.

## X. PAROLE

The Board of Pardons consists of the Governor, Attorney General and Secretary of State. During the year ending June 30, 1928, four were paroled.

## XI. Cost

Gross cost for year

ending 6/30/28...	\$31,790.26	Gross per capita cost...	\$623.34
Earnings .....	7,902.94	Net per capita cost.....	468.38
Net cost .....	\$23,887.32	first year*...	(\$564.08)

The earnings are returned to the state but used for paying institution accounts.

## COMMENT

This institution is a comparatively new one and it appears not to have been given full encouragement and generous support. If the State Federation of Women's Clubs or some similar organization would throw the weight of its influence into securing adequate recognition and support Nebraska could have a reformatory for women which would compare more favorably with those of such states as Minnesota and Iowa. Appropriations for current expenses are limited so that the small amount derived from boarding federal prisoners is relied on for things which should be covered in other ways.

The plant is not yet sufficiently developed to provide for a diversified reformatory program. Two cottages, however, are very good; a third small one supplies satisfactory living conditions for a few women except for the fire hazard. A new barn is needed to replace the one which was burned.

The organized program of education in domestic science, etc.,

\* Figures in parenthesis represent per capita cost. The reformatory does not take into consideration the earnings, but deducts from the gross cost all material (parts and repairs), equipment, purchases of and improvements to lands and buildings, etc., which in the above case amounts to \$3,022.25.



so often found in women's institutions, is not in force here. The officials believe that the women will learn best in the ordinary work of the institution. The major emphasis appears to be placed on physical care and on the cure of the large numbers of inmates who are committed for disease. While an institution so small cannot be expected to have an elaborate educational program it appears certain that it might profit by the example of older and more thoroughly established reformatories in this respect. Specialized instruction based on a selective classification of the women would be more effective than the present blanket school requirement. The sewing industry furnishes good training for some of the women. Others should be prepared for domestic service and still others should be employed in the various branches of farm, dairy, and poultry work. A few could well be taught stenography and typewriting.

A law providing for the commitment to a penal institution of women found to be infected with venereal disease was found only in this and in one or two other states. Desirable as it is to prevent the spread of venereal disease, committing infected women to a correctional institution seems to be a questionable procedure. A state hospital would appear to be the proper place.

## NEVADA STATE PENITENTIARY CARSON CITY, NEVADA

Visited June 6, 1928.

During territorial days a prison was built about two miles outside of Carson City. This prison burned in 1867 and the present buildings are located on the same site. In population and wealth Nevada ranks forty-eighth in the country. This should be kept in mind in any analysis of this institution or comparison of it with the institutions of other states.

### I. GROUND AND PLANT

The institution has two main buildings of stone construction. One of these is the administration building, also housing the commissary, storeroom, hospital, and a few small maintenance shops. The other, the cell house, adjoins the administration building. The walled enclosure contains about ten acres.

**1. Housing**—The cells in the one cell house are arranged on four floors rather than tiers. They are 8 x 5.6" and 7.6" high. There are 32 on each floor. The lighting and ventilation of the cells are unusually good. They are equipped with a fair quality of plumbing, electric lights, spring bed, mattress and blankets. The rough finish of the walls makes difficult the problem of maintaining proper sanitary conditions. Many of the cells are now used for two men.

There is a small dormitory for about 20 men at one end of the mess hall.

**2. Farm**—The farm of 1180 acres would in many states be ample for an institution of this size. The value of the farm here depends, however, on a water supply which is not certain, so that produce is not always available.

### II. ADMINISTRATION

**1. Control**—The prison is under the general control of the State Prison Board consisting of the Governor, Secretary of State,



and the Attorney-General. The warden is appointed by the Governor.

**2. Warden**—M. R. Penrose was appointed in January, 1927, for a four-year term. He had previously been in business and the state Senate.

**3. Deputy**—The captain of the guards is the official title of the deputy warden in this institution. F. A. Wait was appointed by the warden in January, 1927. He had been under-sheriff and chief of police.

**4. Guards**—There are 18 guards who work ten hours a day, with one day off every eight weeks and two weeks' vacation a year. The guards stay at the prison every other night. Mess and quarters are provided for them. They now wear gabardine uniforms which are made for them in the prison shop at cost.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3600	quarters and maintenance
Deputy .....	3000	" " "
Chief clerk .....	2700	
Guards .....	1380	meals and room
Doctor (part time) .....	1500	
Dentist (part time) .....		For work done
Chaplain .....	10	per service
Farm supt. ....	1500	quarters and maintenance
Steward and identification officer..	2580	

The total number of employees on the payroll is 21.

There is no pension provision.

### III. PRISONERS

**1. Population**—On June 6, 1928, when the prison was visited, there were 198 prisoners, 32 of whom were federal prisoners. An increase in federal prisoners brought the figures to 108 federal and 178 state prisoners, during November, 1928.

The following analysis is given of the 257 prisoners received between January 1, 1927, and September 17, 1928.

#### Ages when received:

Under 20 years .....	12	30 to 39 years .....	62
20 to 24 " .....	55	40 to 49 " .....	40
25 to 29 " .....	63	50 and over .....	25

**Nativity:**

Native born ..... 200      Foreign born ..... 57

The foreign born were from 15 countries, 30 of them from Mexico.

**Race:**

White..... 222      Negro..... 7      Other races..... 28

**Education:** (Data not supplied.)

**Sentences:**

No. on Indeterminate Sentence ..... 146

“ “ Determinate “ ..... 111

Under 5 years ..... 92

Bet. 5 and 10 “ ..... 17

“ 11 and 20 “ ..... 1

These refer to federal prisoners only; state sentences range from one to two years, to one to 15 years, and up.

The state law provides for execution by lethal gas. None have been executed in the period for which this data is given.

**2. Classification**—There is no scientific system of classification. The 18 men at the ranch are trustees and there are 28 trustees at the prison. These men are kept entirely separate from the general population.

**3. Insane**—Prisoners adjudged insane are transferred to the state hospital on order of the Governor.

**4. Women**—Quarters are provided on the upper floor of the administration building for four women prisoners. There were no women prisoners at the time the institution was visited.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules are general in nature and few in number. There is no rule of silence and no restriction on smoking. Visits are permitted once a week. Prisoners and visitors are seated side by side. Newspapers are permitted, but only those from outside the state. The men may draw token money against their cash accounts and spend it at the commissary; any food purchases must be cooked at the main kitchen. The gun guard is still



used in the mess hall and a pack of hounds is kept to trail escaped prisoners.

**2. Punishments**—Aside from reprimand for lesser offenses, the men are punished by confinement in punishment cells recently constructed under the administration building. The cells are quite dark and not well ventilated. Men are confined here from a few days to as long as 30 days. It is said that the old dungeon cells, tunnelled under the walls of the quarry, are no longer used.

## V. HEALTH

**1. Hospital**—The hospital, comprising one ward of ten beds, is located on the second floor of the administration building. The operating room is equipped only for minor surgery, all major surgical cases being sent to the Nevada State Mental Hospital at Reno. There are no X-ray or laboratory facilities. Meals are served from the officers' kitchen.

**2. Medical Staff**—A part-time physician and dentist, a full-time inmate physician, and one other inmate comprise the hospital staff.

**3. Medical Examination and Care**—No physical examination is made of new inmates. On entering the institution, prisoners who have any serious physical ailment are given needed treatment by the prison physician. There is no eye supervision, and dental service is rendered only on complaint. A local dentist spends one-half day weekly at the prison. Tuberculosis cases are hospitalized and placed on special diet of eggs and milk. The treatment of venereal cases is confined to those who apply for it.

**4. Psychological Work**—No psychological work is done.

**5. Commissary**—The mess hall and kitchen are located on the second floor of the administration building. The men are seated at tables facing one way. In the kitchen all the cooking is done on ranges. The sanitary condition of the commissary is excellent. The recent addition of storeroom and refrigerating plant have put the department in quite satisfactory shape.

The prison dietary is divided into two groups. The regular inmates have a different menu from the trustees, who are fed from

the guards' kitchen. The prison farm and dairy supplement the diet. Milk is provided each morning for breakfast and, when the supply permits, for the evening meal. Food is not rationed. Outside food is not permitted.

**6. Baths**—There are four showers in the bath house to which the men have access daily. Showers for the trustees are in their quarters.

**7. Recreation**—As there is no industry in this prison the men are in the yard all day. Baseball and handball are the principal sports. Funds from the prison store are used to supply the equipment.

**8. Entertainment**—Lectures or musical entertainments are usually given on holidays. There is no equipment for movies or radio.

## VI. INDUSTRIES

**1. Workshops**—Aside from small maintenance shops there are no industries.

**2. Employment**—At the time the prison was visited there were 18 men working on farms and 72 on maintenance details. The balance, 108 men, were not employed.

**3. Vocational Training**—None is provided.

**4. Compensation**—For the general population there is no compensation. Men working on the farm are paid ten cents a day.

## VII. EDUCATION

**1. Library**—The only library is made up of a few books obtained by gift. It is uncatalogued and unclassified.\*

**2. School**—There is no school.

## VIII. RELIGION

**1. Chapel**—The mess hall is used as a chapel.

**2. Chaplains**—There is no resident chaplain. The clergy from nearby churches take their turn in conducting the services.

\* Since the prison was visited a new library has been completed, containing a large assortment of fiction and educational books.



3. **Services**—Services are held weekly.

4. **Other Agencies**—Christian Science services are held about every other Sunday.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train men for the duties of citizenship.

## X. PAROLE

The Board of Parole consists of the Governor, three Supreme Court judges and the Attorney General. The warden also sits on the board but does not vote. Men on parole make reports by letter to the secretary of the board. During 1928, 80 men were paroled and seven declared violators.

## XI. Cost

Gross cost from 1/1/27 to 8/1/28.....	\$160,381.57
Gross per capita cost.....	1.21

As the prison has no industries it has no earnings. All of the above amount is for operating, except \$4,423.81 used for general repairs and improvements.

## COMMENT

With the present administration this prison, which is the second smallest in the country, seems to have taken a new lease of life so far as efficiency of management and upkeep are concerned. The physical changes of the last few years are noteworthy. The new addition to the main buildings has been completed and the use of bright paint has kept it from being as dark as its early stages made it appear certain to be. The institution has been generally cleaned up, not only within the buildings but in the yard. Attention to lighting and sanitation has made even such dark sections as the old mess hall quite satisfactory. A rough building has been erected in

the yard to replace the ramshackle sheds in which inmates used to work at making souvenirs. The cleared space on the quarry floor has been extended so that the room for outdoor recreation is now more nearly adequate.

In one cell house each of the four tiers of cells is on a separate floor. This may make supervision more difficult, but heating and ventilation are unquestionably improved.

The chief characteristic of this prison, which is used also as a boarding place for a number of federal prisoners, is the almost complete lack of employment. Most of the inmates spend their days in idleness. The efforts of the present management to develop some industry should be encouraged. Nevada might well study the road building program of such a state as California, for example. In a state which is continually expanding its system of roads a large percentage of the population of the prison could probably be employed at such work. It has proved beneficial to the inmates and profitable to the state wherever tried. The present state of idleness is unwholesome and demoralizing.\*

In a prison with so many idle men one would expect to find some educational work. A plan of the State Education Department to set up an educational program has never been carried out. A proper correlation of vocational and academic instruction should be planned by some competent state agency and provision made for its establishment and maintenance.

The lack of attention to the physical condition of inmates on admission is more pronounced in this prison than in any other in the country. A physical examination should be given all prisoners on admission.

The discipline is not rigorous and prisoners are not held to a rigid routine. This is natural in a small prison with no work. The men appear to be controlled with fairness and understanding although there is almost nothing constructive in the program. The dungeons under the quarry wall are now seldom used; they should be definitely abandoned. The punishment cells in the basement

\*In an attempt to introduce industrial enterprises at the prison the warden caused a bill to be introduced in the last session of the legislature to have automobile license plates made by inmates, but the bill was defeated.



represent an improvement, although they are not of the type now being used in the more advanced prisons, which find that cells supplied with plenty of light and air are quite as effective agencies of discipline.

The lethal gas chamber in this prison, unique as a method of inflicting the death penalty, excites the curiosity of visitors and causes much discussion among citizens of the state because of the difficulty involved in handling highly dangerous gas. Society, even with the aid of science, does not yet seem to have perfected its agencies for taking human life.\*

\* Since the prison was visited a new lethal chamber has been installed in connection with a new building which also provides cells for those awaiting execution.

## NEW HAMPSHIRE STATE PRISON

CONCORD, N. H.

Visited November 21, 1927.

The first prison in the state was begun in 1811 and occupied in 1817. This institution was located about a mile from the present prison. The prison was moved to the present site, on the outskirts of Concord, in 1880.

### I. GROUND AND PLANT

The warden's quarters in front are connected with the guard room in the center of the prison by a bridge. On one side of the guard room is the cell house and on the other the officers' dining room and quarters for the women prisoners. The workshops are built along the back wall of the prison. The walls enclose about five acres.

1. **Housing**—There is but one cell house, which contains 248 cells. The cells are 6.6" x 8.6" and 7.6" high. In addition to the grated door there is a small barred window. The cells have no plumbing, so the old bucket system must be used. The cell house is not modern but it is very well kept in every way. The cells have spring bed, mattress, blankets, sheets and pillow case. They have also a small locker, a table and a chair.

2. **Farm**—There is a farm of about 27 acres of which two acres are intensively cultivated.

### II. ADMINISTRATION

1. **Control**—The prison is under the general control of the New Hampshire State Board of Prison Trustees, consisting of:

Stephen S. Jewett, Laconia, Chairman  
Clarence I. Hurd, Dover, Vice-Chairman  
Levin J. Chase, Concord, Clerk  
Treffle Raiche, Manchester  
Herbert J. Foote, Marlborough



The board is appointed by the Governor and confirmed by the Governor's council. They are appointed for a five year term, the term of one member expiring each year. The position carries no remuneration except expenses. In addition to making the general policy of the institution, this board appoints the warden who is confirmed by the Governor and council.

**2. Warden**—Charles B. Clark was appointed warden in September, 1921, for an indefinite term. He had previously been with various New Hampshire state commissions but had no former prison experience.

**3. Deputy**—Joseph Martin was appointed deputy warden in 1923. He has been in the service of the institution 44 years.

**4. Guards**—The guards work about 12 hours a day, with one day off a week and one week's vacation a year. Dormitories are provided for some of the officers and a noon meal is served to all.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3250	quarters and part maintenance
Deputy .....	1860	and quarters
Asst. deputy .....	1260	" "
Clerk .....	1200	
Guards .....	840	
Overseers .....	1080	
Night watch .....	800	to 1020
Chaplain and parole officer.....	2200	
Engineer .....	1200	

There is no pension system.

### III. PRISONERS

**1. Population**—On November 21, 1927, when the prison was visited, there were 119 prisoners. The following analysis is given of the 129 prisoners received during the year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	14	30 to 39 years .....	28
20 to 24 " .....	37	40 to 49 " .....	18
25 to 29 " .....	25	50 and over .....	7

#### Nativity:

Native born .....	106	Foreign born .....	23
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The foreign born were from 12 countries.

**Race:**

White 126 Negro 3

**Education:**

Illiterate ..... 5      Literate ..... 124

**Sentences:**

No. on Determinate Sentence ..... 127

" " Indeterminate " ..... 2

The analysis for all sentences is as follows:

Under 5 years .....	76
Bet. 5 and 10 years .....	20
" 11 and 20 " .....	12
" 21 and 30 " .....	9
Life .....	12

Execution in this state is by hanging. None were executed during the year ending June 30, 1928.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—On the order of the Governor and council insane inmates are transferred to the state hospital.

4. **Women**—Quarters are provided for women prisoners in a wing opposite the cell house for men. There are cells for 14 women, a kitchen and dining room. Laundry, shirt making, and cooking for the officers is the work assigned to the women. There were five women prisoners when the institution was visited, two of whom had quite long sentences.

#### IV. DISCIPLINE

1. **Rules and Regulations**—The rules of the institution are not rigid or minute. Conditions at work are very similar to those in outside shops. There is no silence rule. Magazines, newspapers and books may be received direct from the publisher. The rules of one letter a week, and one visit every two weeks of 30-minute duration, are not rigidly adhered to. On account of the fire hazard in the industry smoking is restricted to the cell house.

2. **Punishments**—Loss of "good time" and of yard privileges are the punishments for most offenses. The six punishment cells are used but little, an average of about one man a month for the



past year. Most of these cases have been confined for but a night or two.

## V. HEALTH

**1. Hospital**—The hospital is located on the third floor and consists of one ward of three beds. It had not been occupied for six months previous to the survey. An operating table is available for surgical work, but all sterile instruments and dressings are brought in by the surgeon. There is no X-ray or laboratory equipment.

**2. Medical Staff**—A physician visits the prison daily and a dentist one-half day weekly. The steward has charge of the drug room.

**3. Medical Examination and Care**—A physical examination is given all incoming prisoners. They are isolated for two days on admission. Dental conditions are treated by a local dentist, and an optometrist examines the eyes. Wassermann tests are not made routinely.

Tuberculous inmates are sent to the Massachusetts prison farm hospital at Rutland.

**4. Psychological Work**—No psychological work is done.

**5. Commissary**—The mess hall is situated under the guard room. While its windows are all on one side, the system of forced ventilation and the high standard of sanitation keep the place free from food or other odors. The men are seated at tables facing one way. The kitchen is well arranged and equipped, as is the bakery, except for the lack of a dough mixer. A high standard of sanitation is maintained throughout the commissary department. Meals are served cafeteria style and the food is not rationed. Vegetables are served daily and fruit weekly. The prison garden supplies many of the vegetables used. All milk is purchased from a public dairy.

**6. Baths**—The 12 showers are in the bath house, connected with the laundry. But one bath is given weekly to the general population, with additional baths for the men assigned to special details.

**7. Recreation**—The space for recreation is very small. In spite of this, baseball games are played with outside teams on Saturday afternoons in summer; football is the other principal sport. Ath-

letic supplies are purchased from state funds. The men themselves handle the recreation period.

**8. Entertainment**—Movies are shown on holidays. The Grange and other organizations bring in shows occasionally. There is no radio for the general population, but a number of sets are owned by individuals.

## VI. INDUSTRIES

**1. Workshops**—While the workshops are old, attention to ventilation, dust removers and lighting make the working conditions quite satisfactory.

**2. Character**—The one industry is chair manufacturing on contract with the Schoonmaker Chair Company of Concord, N. H. A seven-year contract was signed with this firm in July, 1927. This is one of the two or three prisons in the country in which outside labor may be employed by the contractor when the number of inmates falls below a certain mark. The outside workmen are employed in a separate department of the shop.

**3. Employment**—On the day the prison was visited the industrial distribution of the 119 inmates was as follows:

Chair shop .....	85
Maintenance .....	17
Farm .....	2
Women .....	5
Sick and incapacitated .....	10

**4. Vocational Training**—While there is no system of vocational training, the chair industry has some value in this regard.

**5. Compensation**—The state pays the men ten cents a day; a bonus from the chair company averages 15 to 20 cents a day. In addition to this, New Hampshire is one of the two states in the country in which accident insurance is made to apply to prisons. Men working on maintenance seven days a week are paid for seven days a week.

## VII. EDUCATION

**1. Library**—There is an excellent library of 5000 volumes in charge of the chaplain. The circulation during the winter months is 200 books a week. The books are in good condition and are



kept up by an appropriation of \$200 a year. There is an excellent printed catalogue.

**2. School**—No school work was being conducted when the prison was visited. There is a standard schoolroom in the main building. In the past an evening school had met twice a week for one and a half hours, from October to May.

A half dozen men are enrolled in correspondence courses supplied by outside schools and by the Massachusetts and New Hampshire Departments of Education. The prison pays for such courses if the prisoners lack funds.

### VIII. RELIGION

**1. Chapel**—The chapel is located on the upper floor of the administration building. It is well lighted and ventilated and is used for a general assembly room as well as for church services.

**2. Chaplain**—A resident chaplain conducts the services and also acts as a parole officer.

**3. Services**—Protestant services are held each week and Catholic services once a month. Attendance is voluntary.

### IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

The chaplain also acts as a parole officer. During the year ending June 30, 1928, 49 inmates were paroled and 11 declared violators and returned. Parole reports are made by letter to the parole officer.

### XI. COST

Gross cost for the biennium ending 6/30/28. . \$163,787.25

Earnings . . . . . 68,760.32

Net cost . . . . . 95,026.93

### COMMENT

This is the smallest state prison in the country and therefore it cannot be expected to have a staff as well rounded as larger prisons can afford. Many things which the officials recognize as desir-

able are accordingly impossible here. In spite of this and other disadvantages from which the prison suffers, the spirit and morale of the inmates have been greatly improved since the present management took charge. A factor in the morale is undoubtedly the employment of the inmates in an industry which has more to recommend it than many prison industries, with compensation not only for those men who work in the shops but for those on maintenance. The decreasing use of the punishment cells is evidence of as well as a factor in the improved morale.

The prison plant is old but well kept. The space inside the walls is unfortunately inadequate, and the type of organized recreation that has been found valuable in prisons everywhere is here badly restricted by the cramped enclosure. In spite of this, however, there is daily recreation in summer. There is insufficient farm land of good quality, and the farm is negligible in extent. It would probably be difficult to operate the present industry if many inmates were diverted to farm work, but in a state having as large an agricultural population as New Hampshire there should be opportunity for a large number of the prisoners to work on a farm.

The contract here is an unusual one; only one other penal institution, the Tennessee prison at Nashville, has a comparable arrangement. It permits the contractor to employ civilians whenever the number of prisoners available drops below a certain number, although they work in separate rooms. The arrangement has apparently worked successfully and it enables the prison in spite of its small size to carry on a desirable and profitable industry. The industry itself, the manufacture of furniture, has many points of advantage over most prison industries, although only a part of the manufacturing process provides any vocational training of value. The shops are old and represent a serious fire hazard, in spite of the sprinkler system. Much has been done to improve the working conditions by increased light and ventilation. The contractors have to a commendable extent cooperated with the prison officials. The piece-work pay granted the prisoners is fairly generous, and the state pays an additional amount. The use of liability insurance to cover industrial accidents to prisoners is worthy of note and is found in but one other state, Maryland.



The library is unusually good and would be a credit to a much larger prison. The practice of spending \$300 annually on new books has kept up its quality, and an intelligent effort is made to make it an effective factor in the life of the prisoners. The library room serves also as a schoolroom, but the educational work is negligible. It is probable that arrangements could be made with the State University to supply courses, especially in practical subjects, that would serve to stimulate a desire for education in the inmates.

A more complete physical examination should be made of incoming prisoners, including Wassermann tests and eye examination.

The cafeteria system of serving meals is an improvement over the former method. There is need, however, of a steam table to keep the food hot until it is served. A serviceable table can be built easily and at small cost.

It is now generally recognized in principle that women prisoners should not be confined in a prison primarily for men. New Hampshire should make provision for the care of its women prisoners in some institution for women, in one of the neighboring states if necessary.

The good morale displayed here, as noted in the Handbooks of 1923 and 1926, would seem to make possible the successful development of some form of community organization, to train men for the duties and responsibilities of free citizenship. The size of the institution enables the officials to know every man personally and under such conditions an inmate community organization should reach its highest effectiveness.

## NEW JERSEY GENERAL STATEMENT

The State Board of Control of Institutions and Agencies has general control of the penal institutions of the state. The members of the board are:

Ellis P. Earle, Montclair  
William C. Cannon, Montclair  
William J. Kirby, Somerville  
Dr. Ambrose J. Dowd, Newark  
F. Wallis Armstrong, Moorestown  
Mrs. Rulif V. Lawrence, Freehold  
Frank A. Fetridge, Newark  
Mrs. Lewis S. Thompson, Red Bank  
Mrs. H. Otto Wittpenn, Jersey City

The Governor is a member ex-officio. The board appoints a Commissioner of Institutions and Agencies, who holds office at its pleasure, for an indeterminate term. Dr. William J. Ellis became commissioner in 1925. The State Board makes the general policy for each institution and recommends to the Governor, for his appointment, members for the boards of the different institutions. The management of industries in all the institutions is centralized in a bureau of the State Board.

The work of the State Board of Control includes the coordination of activities of all institutions in the state, and supervision of budget and expenditures. There is a centralized Parole Bureau as one of the major activities, a central Bureau of Classification, including the direction of the scientific work of mental diagnosis and treatment, transfer, and educational and vocational training, etc. In addition, the work of state institution construction is centralized in a Bureau of Architecture and Construction which is a coordinated bureau with the others in the central office.



# CLINTON FARMS NEW JERSEY STATE REFORMATORY FOR WOMEN CLINTON, N. J.

Visited April 21, 1928.

The institution was established by legislative action in 1912 and opened in 1913. The original idea was to take all women offenders, and many were transferred from the state prison at Trenton in 1914. Now most of the inmates are committed directly to the institution, the decision of the judge apparently determining in many cases whether they shall be sent here or to the state prison in Trenton.

## I. GROUND AND PLANT

The buildings are scattered over a number of acres. Each unit is complete in itself. The institution is unwallled and unfenced.

1. **Housing**—The inmates are housed in cottages, of which there are four for white inmates, and one under construction; one for colored and a second under construction. The units are planned for 32 individuals, though they can take 40 if necessary. The rooms for the inmates are fair in size and well equipped. Each cottage has its own commissary department, shower baths, and washing and toilet facilities.\*

2. **Farm**—The institution dairy, garden and fruit crop raised on the 340-acre farm make a substantial contribution to the diet.

## II. ADMINISTRATION

1. **Control**—A statement of the general control of the New Jersey institutions is included in the General Statement on New

\* Since the institution was visited the cottage for white inmates has been completed, and the storeroom enlarged. A new administration building is to be erected which will supply an assembly and recreation center.

Jersey. This institution is under a local board, the members of which are appointed by the state board and approved by the Governor for a three-year term. They are as follows:

Mrs. Murray H. Coggeshall, Morristown

Mrs. Wm. C. Gebhardt, Clinton

Mrs. George H. Brown, Somerville

Mrs. Ward Kremer, Bradley Beach

Miss Juliana Conover, Princeton

Mr. Percival Chrystie, Highbridge <sup>1</sup>

The State Board makes the general policy. The Board of Managers is responsible for the actual administration.

**2. Supt.**—Edna Mahan was appointed superintendent in June, 1928. She had formerly been engaged in probation work in California, and in research in juvenile delinquency in Boston.

**3. Asst. Supt.**—Mary B. Fitts was appointed in December, 1927.<sup>2</sup>

**4. Matrons**—There are five matrons or head housekeeping officers. The officers are on practically continuous duty, with six days off a month, two weeks' vacation and two weeks' sick leave after a year's service.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$3500	quarters and maintenance
Asst. supt. ....	1800	" " "
Chief clerk .....	1560	" " "
Housekeepers .....	720	to 1028 quarters and maintenance
Doctor (part time) .....	3000	
Dentist .....	40	a day
Trained nurses .....	1200	to 1440 quarters and maintenance
Educational directors .....	1680	
Head farmer .....	1040	quarters and maintenance
Stewards .....	1080	to 1560

The total number of employees on the payroll is 41.

After 35 years' service, or 20 years in cases of disability, officers may be retired on a pension of half pay.

<sup>1</sup>Mr. Chrystie has resigned and Donald Sinclair of Princeton has taken his place. Judge Daniel Beekman has also been added to Board.

<sup>2</sup>Eliza B. MacKenzie was appointed Asst. Supt. July 1, 1929. She had held a similar position in institutions for girls in New Jersey and California.



### III. PRISONERS

**1. Population**—On April 20, 1928 there were 124 white inmates, 38 colored, and 40 infants. The following data are given of the prison population of the 108 inmates received during the year 1928.

#### Ages when received:

Under 20 years .....	31	30 to 39 years .....	20
20 to 24 " .....	30	40 to 49 " .....	7
25 to 29 " .....	17	50 and over .....	3

#### Nativity:

Native born .....	77	Foreign born .....	31
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The foreign born were from 11 countries.

#### Race:

White .....	71	Colored .....	36	Other races .....	1
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#### Education:

Illiterate .....	12	High school .....	6
Grammar school .....	88	College .....	2

#### Sentences:

The sentences are ordinarily Indeterminate; the average is three years.

**2. Classification**—The cottage system of housing is admirably adapted for the classification system. The inmate is assigned to a cottage after full consultation with the department heads.

**3. Insane**—On order of the State Commissioner of Correction insane inmates may be transferred to the state hospital for the insane.

### IV. DISCIPLINE

A cooperative government scheme is the basis of the disciplinary section of the institution. This is based on the cottage as a unit rather than on the institution as a whole. For some time after the inmates are received they attend the meetings of the cooperative government but do not vote. At the end of three months each one is considered and her promotion to the organization determined by

vote of the inmates. Belonging to the Honor Group means that they may go around the grounds unescorted, that there is an increase of privileges in regard to mail, visitors, and shopping, that they may participate in the activities of the cottage organization, and that they share the responsibility for the maintenance of the standards set up for conduct in the house and on the grounds. Inmates who do not measure up to this standard are put in a problem group and wear a special uniform. In addition to the loss of privileges they may be confined for short or long periods in isolation rooms, which while well lighted and ventilated are bare and with only the minimum of furniture.<sup>1</sup> Under this system the inmates have an unusual share in responsibility for the conduct of the unit life.

## V. HEALTH

**1. Hospital**—The hospital has a capacity of 12 beds consisting of one ward of six beds and six rooms of one bed each.<sup>2</sup> A well-equipped operating room is used for major surgery. X-ray equipment, but no fluoroscope, is provided. There are laboratory facilities for urinalyses and blood counts. Food is prepared in the kitchen of the building in which the hospital is located.

**2. Medical Staff**—A part-time physician is in charge of the hospital. Two full-time trained nurses are employed. Two consulting surgeons do most of the major surgery. The dentist, psychiatrist, and psychologist are from the staff of the State Hospital for the Insane at Trenton.<sup>3</sup>

**3. Medical Examination and Care**—A physical examination is given each inmate upon admission. Wassermann tests are made, smallpox and typhoid vaccination is given, and the inmates giving positive reactions are immunized against diphtheria and scarlet fever. New prisoners are held in quarantine for two weeks. Nine months after admission a reexamination of inmates is made.<sup>4</sup>

<sup>1</sup>Used since Aug., 1928, only for runaways.

<sup>2</sup>The hospital capacity has been increased since the institution was visited.

<sup>3</sup>Two registered nurses are now connected with the medical dept.

<sup>4</sup>Psychiatric tests and eye examination have been made a part of the regular routine.



The visiting dentist examines all new inmates. He visits the prison one day weekly. Eye examinations are made only on complaint, when inmates are taken to an oculist. Tuberculous prisoners are either transferred to the state sanatorium at Glen Gardner or to the county tuberculosis sanatorium in the county from which the inmate was sentenced. Venereal cases are placed under treatment.

**4. Psychological Work**—Each new inmate is given a psychological examination and selected cases are referred to the visiting psychiatrist for his examination.

**5. Commissary**—Each cottage has its own kitchen, dining room and small storehouses. The dining rooms are well lighted and ventilated, and really attractive. In the kitchens all the cooking is done on ranges. An excellent standard of sanitation is maintained in the commissaries of the various units.

The diet is varied and ample. Milk is furnished for drinking at one meal daily. The prison farm supplies most of the vegetables. Food is not rationed and no outside food is permitted.\*

**6. Baths**—Bathing facilities are provided in each of the cottages. Use of the baths is permitted daily.

**7. Recreation and Entertainment**—Daily periods of recreation are scheduled and additional hours on Saturdays, Sundays and holidays. When the weather is inclement the recreation periods are spent in the living rooms of the cottages.

## VI. INDUSTRIES

**1. Workshops**—There are no industrial workshops.

**2. Character**—The New Jersey law puts the industries in the state institutions on the state-use basis.

**3. Employment**—Effort is made to give all the women a period of work in the farm and gardens, and then through a succession of stages so that they will get training in all forms of housework, laundering, sewing, etc.

**4. Vocational Training**—Aside from the garden all the work of the institution is planned to give a maximum of vocational training.

\* Since the prison was visited a teacher of domestic science has been added to the staff. She also is responsible for the preparation of food.

5. **Compensation**—Probation girls receive five cents a week, honor girls ten cents and "commissioners" 15 cents. Any inmate who does personal laundry, sewing, etc., for a staff member receives money for it which is deposited to her account.

## VII. EDUCATION

1. **Library**—The library, in the chapel building, has 600 books and a weekly circulation of 125. There is no regular appropriation but \$100 was spent for new books two years ago.

2. **School**—Academic instruction is only a part of the educational program. A classification committee is composed of the superintendent, psychologist, director of central parole, educational director, supervising nurse and matron. A meeting is held twice a month and the training which each inmate needs is determined. The usual division of the average 18 months' term is as follows: three months each in the sewing room, laundry, on general housework, and on out-of-door assignment, and six months in the kitchen and dining room. In the meantime instruction is given as needed in arithmetic, budgeting, letter writing, civics and literature. Foreigners are instructed in special groups. A teacher of physical training has charge of recreational athletics and corrective work. The academic subjects are taught by a head teacher and two others.\*

## VIII. RELIGION

1. **Chapel**—One of the citizens of the state gave to the institution funds for the erection of a very attractive chapel. This is used exclusively for religious services. A basement room provides space for the library and reading room.

2. **Chaplains**—Services are conducted by various visiting clergy.

3. **Services**—Regular services are held weekly. Protestant and Catholic communion services are held once a month.

\* Since July, 1928, a nurses' school has been conducted in connection with the maternity unit.



## IX. INMATE COMMUNITY ORGANIZATION

(See section on Discipline)

## X. PAROLE

The Board of Managers acts also as a parole board. During the period ending June 30, 1928, 77 were paroled, ten declared violators and five returned to the institution.

## XI. Cost

Gross cost for the	Gross per capita cost, . . . .	\$1.75
year ending 6/30/	Net per capita cost, . . . . .	1.50
28		
\$132,469.51		
Earnings, . . . . .		90,645.49
Net cost, . . . . .		41,824.02

## COMMENT

The reformatory is theoretically for offenders between the ages of 16 and 25, but in practice there is no age limit. Among the present inmates there is one woman 57 years old and several mere girls. Such a range of ages tends to defeat the purpose of the institution and only intelligent direction prevents that result. The commitment of older women than the institution is designed for is due to the fact that the small counties do not provide accommodations for women in county penitentiaries or workhouses.

The plant is well adapted to a broad reformatory program. The buildings are rather spread out but this provides ample room for farm and garden work and gives a sense of freedom that is not possible in a cramped and walled enclosure. The chapel building is probably the most beautiful and dignified building of its kind in all the reformatories of the country. The cottages provide good living conditions, the sleeping porches on each one being an especially good feature. The institution is overcrowded, however, with its 162 inmates. When the new building is completed there will still

be accommodation for only 150 with all sleeping porches in use. The officials attempt to restrict the number in each cottage to 40. As each cottage is a unit in the training program the effectiveness of the training is impaired if the cottage group becomes too large.

The activities of the institution are all directed toward training the women for life outside. Whether or not the system in vogue here of dividing the usual term into fixed periods of instruction in various lines is more effective than assigning each woman to one line of work which she is to follow throughout her stay is a matter worthy of careful study. Academic instruction, physical training, recreation, athletics, and corrective work are not neglected. There is little preparation for factory work in a great industrial city but it is not the aim of the institution to prepare women for return to such an occupation. The classification meeting held twice a month is a proper scientific method of passing on individual cases. There should be, however, a resident psychologist and a parole officer.

The psychiatric examination should be extended to include all inmates.\* The physical examination should include the examination of the eyes and needed corrective lenses should be provided.

The Cooperative Government is the backbone of the institution. It is apparently an effective measure of control and gives a large amount of training in social responsibility to the women. One of its most interesting features is that the commissioner elected by each cottage to act as head girl of a cottage or department is subject to recall. The sincerity and wisdom with which the system is directed by the officials is one of the major reasons for its success. Its value as a constructive social force can hardly be overestimated.

\* In 1929 this recommendation had been put into effect.



## NEW JERSEY REFORMATORY RAHWAY, N. J.

Visited April 17 & 18, 1928.

The corner-stone of the Rahway reformatory was laid in 1896 and the institution opened in 1901. Previously there had been no reformatory for men in New Jersey. The institution was designed for male offenders between the ages of 16 and 30 found guilty of a state prison offense.

### I. GROUND AND PLANT

The administration building is flanked on either side by the cell houses and joined by a corridor to a building housing the commissary department, schoolrooms and chapel. The shops and other buildings are arranged in the rear of the yard. The walls enclose about 21 acres.

**1. Housing**—There are two cell houses in which the cells are arranged on four tiers. In one of them there are 256 cells, 9 x 5 and 8.6" high. In the other there are 384 cells 7.1" x 5 and 8 feet high. The cells are equipped with a fair quality of toilet and lavatory. On top of one cell block a row of cells has been constructed for housing incorrigibles and defectives. The cells are equipped with spring beds which have mattress, sheets, pillowcase and blankets. The floors are concrete. A 25-watt bulb is supplied each cell.

**2. Farm**—The state owns 98 and leases 250 acres for farm purposes.

### II. ADMINISTRATION

**1. Control**—The statement of the general system of control in the state is given under the General Statement on New Jersey.

The institution is in the control of the Board of Managers,<sup>1</sup> whose names are as follows:

Decatur M. Sawyer, President  
 Andrew J. Steelman, Secretary  
 Edward D. Duffield  
 Dr. J. Duncan Spaeth  
 Walter B. Crowell  
 Percy L. Anderson

The members of the board are appointed for a five-year term by the Governor with the consent of the Senate. The board holds monthly meetings and with the warden makes the policy of the institution. This board is also the parole authority.

**2. Supt.**—Dr. Frank Moore<sup>2</sup> was appointed superintendent in March 1909 for an indefinite term of office. He had previously been a minister and head master in a boys' school. He has been superintendent of this institution longer than the head of any other institution reported in this book.

**3. Deputy**—R. E. Templeton was appointed deputy superintendent in July, 1924. He had been in business up to 1918, when he took charge of the woodwork department.

**4. Guards**—There are 45 reformatory officers appointed under Civil Service. They work in three shifts of eight hours each, with one day off a week, every third Sunday, and two weeks' vacation a year.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$6600	quarters and maintenance
Deputy .....	3000	
Chief clerk .....	3000	

<sup>1</sup> On July, 1929, the members were as follows:

Newton A. K. Bugbee, Trenton, Pres.  
 Percy Anderson, Jersey City, Sec'y  
 Chester Barnard, Newark  
 Henry Robinson, Montclair  
 Ernest Boynton, Woodbridge  
 Dr. Edgar A. Doll, Vineland  
 John F. O'Neil, Jersey City

<sup>2</sup> Dr. Moore retired on July 1, 1929, and was succeeded by Major Mark O. Kimberling.



Guards .....	\$1620 to 2100 plus \$20 for quarters
Doctors (part time) .....	1200 to 1800
Dentist .....	870
Trained nurse .....	1800
Physical director .....	2280
Vocational " .....	3000
Instructors .....	2160 to 2780
Trade instructors .....	2480 to 2760
Teachers .....	1980 to 2820
Chaplain .....	1200

After 35 years' service, or 20 years in cases of disability, officers may be retired on half pay.

### III. PRISONERS

1. **Population**—At the time the institution was visited there were 745 inmates, including 140 men working at Annandale on the erection of a new state institution. The following analysis is given of the 514 prisoners received during the year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	304
20 to 24 " .....	164
25 to 29 " .....	46

#### Nativity:

Native born .....	472	Foreign born .....	42
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The foreign born were from 13 countries.

#### Race:

White .....	406	Negro .....	108
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#### Education:

Illiterate .....	51
Grammar school .....	450
High school .....	13

#### Sentences: (Data not supplied)

2. **Classification**—The defective delinquents are in a group by themselves, but for the population as a whole there is no scientific system of classification.

3. **Insane**—On recommendation of the prison physician and two county physicians men adjudged insane are transferred to the state hospital on order of the Middlesex County judge.

#### IV. DISCIPLINE

1. **Rules and Regulations**—A rule book is supplied each of the inmates. The rules are few in number, but a classified list of serious offenses and neglects is given. The booklet also contains a statement in regard to the grading of inmates and the bankruptcy court. The men enter in the second grade and may be advanced to first grade after six months of perfect conduct, or reduced to third grade for misconduct. The bankruptcy court is held for inmates of the third grade who because of misconduct have lost more time than they have been in the institution. The superintendent may declare such a man bankrupt and start him off with a clean record. First grade men are permitted to write three letters a month, second grade two, and those with perfect conduct records one letter a week. Books, magazines and newspapers may be received direct from the publishers. Smoking is permitted at specified times. First grade and perfect conduct men receive visitors weekly, second grade one visitor a month. Visitors and correspondence are confined to relatives only. The loss of credits, in effect the loss of "good time", is the punishment most commonly used. For more serious offenses men are sent to the segregation section on the top of one of the cell houses. Here there are 31 cells cut off from the rest of the prison and under the charge of special officers. The discipline of the whole institution is in charge of a disciplinary officer. The inmates may appeal from his decision to the deputy, warden, or even the board of managers.

#### V. HEALTH

1. **Hospital**—The hospital is located on the second floor of the administration building. It consists of two wards of ten and seven beds each. An operating room in which major surgery is done is available. X-ray equipment is being installed. Laboratory work is done by the state board of health. The diet kitchen supplies the inmates and attendants.



**2. Medical Staff**—Two part-time physicians, a full-time trained nurse (female) and a part-time dentist together with three inmates comprise the medical staff. A full-time psychologist is employed and a psychiatrist visits the hospital one day weekly. They work independent of though in cooperation with the medical department.

**3. Medical Examination and Care**—A physical examination is given each new inmate, and Wassermann tests are taken. The dentist sees all new prisoners during the two half days weekly he spends at the prison. The assistant physician examines the eyes of all inmates. Venereal treatment is given when indicated. The prison was reported to be free from cases of tuberculosis.

**4. Psychological Work**—A full-time psychologist examines all inmates and refers suitable cases to the psychiatrist for further examination. His findings are used in assigning the inmate to work.

**5. Commissary**—The commissary department is on the ground floor of a building connected by a corridor with the central guard room. The mess hall is well lighted and ventilated. The men are seated at tables facing both ways. The cafeteria method of serving meals is now used. The mess hall as a whole is quite satisfactory. The kitchen is located in a large square room, the corners of which are cut off by partitions. In one of these is located the bakery, in another a room for storing bread, in the third dish-washing is done, and the fourth is a storeroom. The kitchen is well lighted, ventilated and equipped. A good standard of sanitation is maintained throughout the commissary department.

The menu is relatively high in starchy foods. Though meat and vegetables are rationed it is ample for the inmates' needs. Fruit in some form is served daily. Fruit is the only food permitted from the outside and must be eaten in the visiting room.

**6. Baths**—The bath house is located in a semi-basement under the chapel. The number of showers is ample and there is plenty of dressing space available. One bath a week is required of the general population in winter and two in summer; the commissary and coal gangs have more frequent bath periods.

**7. Recreation**—The men are given from 4.00 to 5.00 P. M. daily in the yard, from 2.00 to 3.30 P. M. on Saturday, one hour on Sunday, and an hour and a half in the morning and afternoon of

holidays. There is equipment for baseball, volleyball, handball, basketball, quoits and track sports. A considerable program of recreation is possible in the winter in the gymnasium or drill room. Recreation is under the supervision of a recreational director. Athletics supplies are purchased with funds secured from appropriations.

**8. Entertainment**—Lectures, occasional outside shows, and movies are given, but inmate shows are not a part of the regular program. The radio is used on special occasions, such as the World's Series games. A meeting of a part of the population known as the Friends' Assembly every Thursday evening takes the form of an entertainment every fourth Thursday.

## VI. INDUSTRIES

**1. Workshops**—The industries are housed in buildings of various types and construction in the yard. As a whole they are not crowded and the working conditions are good. The machine and blacksmith shops are perhaps the best equipped.

**2. Character**—All of the work done is on the state-use basis.

**3. Employment**—The inmates work part of the day, and until they have finished a certain grade of school attend school the other half day. The following was the industrial distribution given on the work sheet for April 17, 1928:

Tailor shop .....	26	Printers .....	16
Shoemakers .....	13	Masons .....	24
Carpenters .....	44	Painters .....	22
Engineers .....	12	Yard details .....	36
Tinsmiths .....	6	Band department .....	13
Plumbers .....	13	Defectives, delinquents and in third	
Electricians .....	16	grade .....	37
Blacksmith shop .....	9	School .....	4
Foundry .....	31	Miscellaneous .....	8
Maintenance .....	81	Sick and unassigned .....	41
Farm and garden .....	34	At Annandale .....	140
Machine shop .....	12		

The above figures do not include the 107 inmates in school on that date.

**4. Vocational Training**—The industries are run for vocational purposes rather than for production.



**5. Compensation**—A charge of 50 cents is made to the state-use accounts for the work of each inmate in the industries, and 50 cents to the maintenance account for each man working on maintenance details. The sum is pooled and given pro rata to each man for the time actually put in at work.

## VII. EDUCATION

**1. Library**—There is a library of 3500 volumes in charge of the educational director. It is well located between the schoolrooms and may be visited by inmates on a pass. One book a week is delivered to every inmate whether he requests it or not. The monthly appropriation for books and magazines varies from \$15 to \$25. There are 47 current magazines displayed on tables. The library appears to be closely correlated with the educational work. There is some supervised reading.

**2. School**—Each inmate is required to work half a day and attend school half a day unless he has completed the eighth grade or is excused. There is a very well organized school offering the equivalent of about nine standard grades with some advanced courses. Civics is taught in all grades. The school is in session from 8.00 to 11.30 A. M. and 12.30 to 4.00 P. M. five and a half days of the week for ten months of the year. There is a 30-minute recess during each period for setting-up exercises. Nearly 400 are enrolled. Ten standard schoolrooms are on the second floor of the main building. The atmosphere of the school section is more like that of an outside school than is found in most institutions. Text-books are supplemented largely by up-to-date mimeographed material. The educational director is a trained school man and the five civilian teachers are all college or normal school graduates. Inmates are seldom used as teachers.

There is a definite program of vocational education. Seventeen vocational instructors give training in a dozen different trades. Instruction in the vocational classes is not in productive industries. Soon after admission each inmate is assigned to complete a certain number of courses, estimated at six months a course, before he is

eligible for parole. Academic and vocational instruction are correlated as far as possible.

### VIII. RELIGION

1. **Chapel**—The chapel is used almost exclusively for religious services. It is well lighted and ventilated and satisfactory for such use.

2. **Chaplains**—There are two full-time chaplains.

3. **Services**—Protestant and Catholic services are held each week, Jewish services on holidays.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

Paroles are supervised by the Department of Paroles at Trenton, N. J. The Board of Managers of the institution acts as a parole board. During the year ending June 30, 1928, 491 men were paroled and 45 declared violators of whom 30 were returned. In addition to the check-up by the parole officer, inmates mail reports twice a month. Inmates are paroled either to individuals or to organizations.

### XI. Cost

Gross cost for the year ending 6/30/28.....	\$368,257.87
Gross per capita cost.....	581.12

### COMMENT

Rahway, one of the oldest institutions of its type, has not entirely escaped the tendency to become a "junior prison" which is characteristic of reformatories for men. While its function is avowedly educational and most of its program is devoted to either



academic or vocational instruction, there is so much emphasis on routine and regimentation that the life of the inmate is, as in most prisons, too largely that of the man who walks a prescribed chalk-line.

Prisoners, especially of the reformatory age, need not only training in vocations but opportunity to develop self-reliance and powers of self-direction, without which they are not likely to engage usefully or successfully in any vocation. How to train for the broader aspects of useful living young men who show long criminal records before they reach their majority and who give evidence of even greater instability and lack of purpose than the average inmate of our state prisons is one of the most pressing of our penal problems. That it cannot be done by having them go through a routine which gives almost no opportunity for exercise of self-reliance is becoming increasingly evident. The official attitude of the present administration is pronouncedly one of "benevolent paternalism," with a strongly pietistic tinge. How effective this is in promoting the strengthening of character is a matter of question.

The establishment of some form of inmate community organization, giving opportunities for the development of a social or group consciousness, the exercise of individual initiative, and the practice of self-direction, has even greater justification in a reformatory than in a prison. If this and other reformatories for men would borrow from the experience of a number of similar institutions for women and would adopt their attitude toward the possibilities of social training by community organization, they might progress more rapidly toward the achievement of their avowed aim than they do at present by following a modification of stereotyped prison routine.

The handling of discipline has been greatly improved by the assignment of a former sergeant of state police as disciplinary officer. When given a free hand, he appears to perform the duties of this office with a high degree of intelligence. His functions should be extended so that he may become a morale officer devoting his attention to all activities that bear upon morale, the real basis of discipline. A broader concept of the function of discipline and of its relation to every other activity is needed in this institution.

A genuinely reformatory program would always be handicapped

at Rahway by the plant itself. It is prison-like in design and atmosphere, with standard cell blocks and other attributes of the prison. The circular cage under the huge central rotunda is particularly suggestive of repression and control by steel bars and locks. It is only when one reaches the gymnasium, the school quarters, and some of the shops that the physical features are consistent with the reformatory idea.

The educational program is extensive and varied. The School of Letters is probably the best of its kind to be found in the prisons and reformatories of the country. The classes are taught by civilians who are qualified teachers, the supervision is expert, up-to-date educational material is used, the library is closely coordinated with the school, and in general its resemblance in spirit and method to outside schools is more marked than is usual in penal institutions. The Rahway school authorities could render other institutions a valuable service by experimenting with method and content that is particularly suited to the under-educated and vocationally untrained young adult, determining more fully how far the standard grade school curriculum can profitably be followed, and what should enter into the specialized curriculum suited to a reformatory population.

The trade schools provide for the teaching of a variety of trades but appear to have fallen below the school of letters in effectiveness. The attempt is made, as in most reformatories, to give trade instruction to too large a proportion of the inmates. Many of them are incapable of profiting by such instruction or are so uninterested that they are a drag on the students who wish to learn. It is probable that every institution needs at least one industry to absorb the inmates who will go into industries rather than into skilled trades on release. Such an industry should provide as wide a variety of operations as possible and should be used for instruction as definitely as trade classes are. The farm, gardens, dairy, poultry plant, road work, and general maintenance work should be utilized for the instruction of still other groups. Learning by engaging in useful and productive work is always more effective than going through a series of exercises that soon seem, to the prisoner, merely part of a distasteful penal routine.

There seems more hope for progress in the new reformatory at



Annandale than at the old one in Rahway, if the former is kept small enough so that individualized treatment is possible and if it adopts an attitude as modern as its buildings. The present method followed by the State Department of Institutions and Agencies of transferring selected groups from the prison at Trenton to Rahway and of other selected groups from Rahway to Annandale is a noteworthy attempt to bring about a degree of classification which will enable all three institutions to focus more sharply on their specific tasks. It is possible that Annandale in such a scheme can become more truly a reformatory than Rahway has ever been. The latter, with its facilities for academic and vocational training, has possibilities which can also be realized, but it must first be revitalized by the adoption of the spirit as well as the form of reformatory practice.

A third institution is also needed, one for defective delinquents similar to that at Napanoch, New York. If the defectives could be eliminated from the general reformatory population the effectiveness of its program would be increased and its disciplinary problems decreased. The present quarters for the segregation of defectives at Rahway and the present method of handling them should be considered only make-shift expedients. The fact that there is at Rahway a resident psychologist and that his findings are used in problems of work assignment, education, discipline and parole, is indication that the authorities are fully alive to the significance of the problem of defective mentalities. The establishment of an institution for defective delinquents requires legislative action. This should be taken as the next step in the program of diversification of institutions on which the State Department of Institutions and Agencies has very wisely begun.

## NEW JERSEY STATE PRISON

TRENTON, N. J.

Visited November 14 & 15, 1928.

The New Jersey State Prison was authorized by an Act of the Legislature in 1797, and housed the first prisoners in 1798. Part of the present prison was erected in 1836 and other sections have been added from time to time.

### I. GROUND AND PLANT

The prison, surrounded as it is by the city, has no chance for expansion. The original four-acre section is still the prison proper, though additional space has been secured in recent years for industrial buildings. No other prison in the country has so large a number of prisoners on such a small acreage.\* The main entrance to the prison, apparently designed on Egyptian pattern and construction, opens into a hallway, on either side of which are the administration offices, and in the rear the central guard room, from which the cell houses and mess hall radiate. The yard is filled with buildings of different periods, placed in whatever space was available.

**1. Housing**—The six cell blocks contain 1129 cells. Some cells are large and house from two to four men. In the latest cell house, built in 1905, the corridors are all enclosed in steel bars. The cells are equipped with electric lights, iron washbowls and toilets of rather crude design. One of the cell blocks, originally intended for solitary confinement, is patterned after the Eastern Penitentiary in Philadelphia.

**2. Farm**—The farm of 1000 acres, 600 of which are cultivated, is located 90 miles from the prison.\* The products of the farm are used by the prison and other state institutions.

\* A recent purchase has been made of the so-called "Arsenal Property" which practically doubles the area of the prison property. A wall is being built around it with prison labor, providing a recreation field. The State Board of Control has recently secured appropriation to greatly reduce the overcrowding at the



## II. ADMINISTRATION

**1. Control**—The prison is under the immediate control of a Board of Managers of seven members, appointed by the Governor on recommendation of the state board. The members are:

Prof. E. R. Johnstone, Vineland, Pres.

William H. Loftus, Glen Ridge, Vice Pres.

William B. Maddock, Trenton

Samuel Haverstick, Trenton

Charles Smith, Newark

Lt. Col. J. D. Sears, Bloomfield

William A. Barkalow, Freehold

**2. Warden**—Timothy J. Murphy was appointed principal keeper in 1927. He had formerly been on the police force of Jersey City. The principal keeper is a constitutional officer appointed by the Governor and confirmed by the Senate, for a term of five years; this is the only prison in the country where the head of the prison has this status.

**3. Deputy**—In this institution the deputy warden is called chief deputy. Michael H. Brown was appointed in May, 1923. He has been in the service of the institution for 38 years.

**4. Guards**—There are 120 guards who are appointed under Civil Service. They work on eight-hour shifts, with one day off in two weeks and after the first year a vacation of 14 days. One meal a day is provided the guards. They purchase their own uniforms.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5500 and full maintenance
Deputy .....	2820 and one meal a day
Asst. deputies .....	2200 to 2400
Guards .....	1500 to 1800
Doctor .....	4000 and maintenance
Medical director .....	4000

prison. An additional prison farm of over 600 acres has been purchased and employs 150 prisoners who will build permanent housing units for approximately 250. In addition over 200 prisoners have been transferred to the new farm at Annandale. All of these developments are in line with the state plan for a better classification program.

Dentist .....	\$2500 and one meal a day
Trained nurse .....	1865 " " " " "
Parole officer .....	3500 " " " " "
Educational director .....	1980 " " " " "
Chaplains .....	4845 " " " " "
Supt. of industry .....	6000 " " " " "
Commissary officers .....	1980 to 2160

After 35 years of service, or 20 years in cases of disability, officers may be retired on a pension of half pay.

### III. PRISONERS

1. **Population**—On December 9, 1927, the prison population was 1643. The following analysis is given of the 1769 men received during the year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	114	30 to 39 years .....	486
20 to 24 " .....	400	40 to 49 " .....	251
25 to 29 " .....	403	50 and over .....	115

#### Nativity:

Native born .....	1341	Foreign born .....	428
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The foreign born were from the following countries:

Austria .....	20	Italy .....	187
England, Bermuda & English islands .....	10	Russia, Ukrainia .....	20
Germany .....	29	Russian Poland .....	46
Hungary .....	24	West Indies .....	11
		26 other countries .....	81

#### Race:

White.....	1258	Negro.....	504	Other races.....	7
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#### Education:

Illiterate .....	115	Literate .....	1654
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#### Sentences:

No. on Indeterminate Sentence .....

No term .....

No. on Determinate sentence .....



Under 5 years	573
Bet. 5 and 10 years	252
" 11 and 20 "	42
" 21 and 30 "	29
" 31 and 40 "	1
Over 40 years	1
Life sentences	128
Death sentence	1

Electrocution is the method of execution. During the year ending June 30, 1928, six men were electrocuted.

**2. Classification**—While the overcrowded condition of the prison prevents a scientific system of classification being worked out fully, there is a classification board consisting of the prison psychologist, the educational director, the doctor, the center keeper and the industrial superintendent. The assignment of men to work is based on the findings of these men, and the summary of their findings is made available for the various department heads.

**3. Insane**—On recommendation of the medical officer to the warden a lunacy commission is appointed to recommend to a county judge the commitment of the inmate to the hospital for the insane.

**4. Women**—A small section of the prison is set aside for caring for women prisoners. They have only a small exercise yard and the quarters are not satisfactory. There were but 25 women prisoners at the time the institution was visited. The removal of all women from this institution has been recommended by previous officials and urged by many others.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence system. Inmates may write six letters a month; the state pays postage for only the first. Magazines, weekly newspapers and books may be received direct from the publisher. Visitors may come from 1.00 to 3.00 on Saturday, Sunday and holiday afternoons, and from 9.00 to 11.00 A. M. on Sunday and holidays. The men are permitted to spend \$1.00 a week at the prison store, at which is sold a wide variety of foodstuffs, toilet articles, tobacco, etc.

**2. Punishments**—Loss of privileges is used for lesser offenses and also of credit marks. This is in effect the taking away of

"good time," as it extends the time when a man may be paroled. Credits taken may be returned for good conduct later on. For more serious offenses men are confined to screen cells.

## V. HEALTH

**1. Hospital**—The hospital occupies a three-story building adjoining the end of one cell house. It has a capacity of 52 beds: for men prisoners, two wards with 17 beds, two with six and one with two beds, and there is also one ward with four beds for women patients. The capacity of the hospital has just been increased 50 per cent. It is well equipped for operative and other work and has a good pharmacy and laboratory together with complete X-ray equipment.

**2. Medical Staff**—The chief surgeon in charge of the hospital is on a part-time basis. His assistant serves full time although he has outside practice. A consulting staff of 12 specialists, a part-time dentist, a full-time trained female nurse, a civilian pharmacist, and six inmates complete the staff.

**3. Medical Examination and Care**—Each incoming prisoner is given a physical examination with Wassermann tests and urine and sputum examinations. The chest is also X-rayed and the plate filed with the inmate's record. All are vaccinated for typhoid fever. Incoming prisoners are held in quarantine for 14 days. The entrance examination includes a survey of the dental condition and a vision test. Inmates needing either dental or eye treatment are given such treatment while in prison. Those with a positive Wassermann test are placed under treatment. Tuberculous inmates all eat in the hospital, but only the more seriously affected are hospitalized. The others sleep in their cells.

**4. Psychological Work**—Each incoming prisoner is given psychological examination on admission. The results of these examinations are used in assigning the inmate to his prison duties.

**5. Commissary**—The meals are served in the new mess hall except on Sunday, when the old practice of feeding the men in their cells is continued. The men are seated in the mess hall at tables all facing one way. The meals are served by the cafeteria method. The



capacity of the mess hall is a little less than half that of the present population. The kitchen and bakery are housed in old buildings, but are well equipped, arranged, and not inadequate for their purpose. Forced ventilation would improve the kitchen. The bake shop is equipped with unusual completeness. Considering the overcrowded state of the prison a good standard of sanitation is maintained throughout the commissary department.

The prison menu is varied. Each inmate receives a half pint of milk daily for drinking. The milk comes from the prison dairy and the prison garden supplies many of the vegetables used.

**6. Baths**—There are 42 showers in the bath house. One bath weekly is given to the general population; the kitchen men may bathe daily most of the year. The officer in charge of the bath house is allowed considerable authority in the giving of additional baths.

**7. Recreation**—Men not assigned to the industries are given the yard daily from 12.45 to 3.25 P. M.; shop men on Saturday and Sunday afternoons. The space is so limited that only such games as quoits, basketball and handball can be played. During the periods in the yard the men are under the supervision of their officer. Athletic equipment supplies are purchased from the profits of the commissary department.

**8. Entertainment**—Movies are shown weekly, but to only half of the population, the other half being given the freedom of the corridors during that period, except on holidays, when two shows are given. This is the only form of entertainment except the band in the yard in the summer.

## VI. INDUSTRIES

The industries are managed cooperatively, through the Director of Industries at the prison, and the State Board of Control has delegated to a joint committee, composed of representatives of the Prison Board of Managers and of the State Board of Control, responsibility for the operation of the industries. This committee in turn works through the Director of Industries, a full-time employee of the Prison Board.

**1. Workshops**—The workshops vary in age and type, as do the other parts of the prison. Some of the latest are modern in design and construction, and afford good working conditions. Others are old and far from meeting modern factory standards. The print, machine, woodwork and auto-tag shops are equipped with excellent machinery.

**2. Character**—The industries are on the state-use basis. The provision by law for sale of surplus is not used.

**3. Employment**—The industrial distribution of the 1643 inmates on December 9, 1927, was as follows:

Industrial offices, storerooms, etc..	29	Farm .....	191
Concrete shop .....	11	Women's dept. ....	25
Woodwork shop .....	57	Work at other state institutions....	25
Construction .....	21	Maintenance details .....	323
W. & S. detail .....	21	Band department .....	34
Print shops .....	65	School .....	22
Shoe shops .....	54	In school .....	215
Machine shops .....	14	In quarantine .....	42
Tin shop .....	19	Under punishment .....	4
Tag shop .....	29	Sick and incapacitated .....	53
Tailor shop .....	40	Idle, no work .....	326
Yard detail .....	23		

**4. Vocational Training**—The print, machine and woodwork shops have an unusual degree of vocational value. The purpose of vocational training is taken into consideration here in assigning the men to their work.

**5. Compensation**—In the industries the men are paid from 10 to 35 cents a day, and on maintenance details from 10 to 25 cents.

## VII. EDUCATION

**1. Library**—The library is in charge of the head teacher and occupies a crowded and rather dark room adjoining the school, at some distance from the cell houses. There are 6000 volumes and a monthly circulation of 5200. Of an appropriation of \$500 a year about \$200 is used for expenses other than new books. Books are supplied with a fresh paper cover every time they are issued. There is a small school library for the teaching staff.



2. **School**—None of the school work is compulsory. A day school provides courses through the eighth grade, following a course of study outlined by the State Department of Education with some modifications. The enrolment is 222 men. The school meets from 8.00 to 10.45 A. M. and from 1.00 to 3.00 P. M. five days a week for 11 months of the year. There are four standard schoolrooms, seating about 30 each and an unfurnished room with a capacity of 60. They are located over a tailor shop and appear to be a fire hazard. The educational staff consists of a trained civilian, who has general charge of welfare work, and nine inmate teachers who are paid 25 cents a day. A weekly training class is held for teachers.

Correspondence courses are taken by 21 men. There is a cell-study system of high school courses enrolling 190 men. Mimeographed sheets with monthly written examinations are used.

## VIII. RELIGION

1. **Chapel**—The room over the mess hall is used as a chapel and assembly room. It seats about half of the prison population.

2. **Chaplains**—There are four chaplains, Protestant, Catholic, Hebrew and colored.

3. **Services**—The Protestant, Catholic and Jewish services are held on Sundays and the colored chaplain conducts a service on Saturday afternoon.

4. **Other Agencies**—Volunteers of America, Christian Science and Salvation Army services are held occasionally.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

Paroles are granted by a Court of Pardons and by the Board of Managers. For the year ending June 30, 1928, the Board of Pardons considered the parole of 542 individuals, made the parole of 42

effective at once, made 240 effective at the expiration of minimum sentences, set definite dates for four others, remitted the fines of seven, and referred to the Board of Managers the cases of 20 others. For this period the Board of Managers paroled 91 men. The parole officer checks up on the individuals as far as possible, in addition to the reports mailed in.

## XI. Cost

Gross cost for the year ending 6/30/28..\$674,991.72

<sup>1</sup>Earnings ..... 403.98

The gross cost includes \$60,971.74 spent on additions and improvements in the prison system.

## COMMENT

Probably no prison plant in the country has more clearly outlived its usefulness than this one. The buildings have been added from time to time since the prison was started, so that the yard space is practically all occupied. While some of the later buildings are quite satisfactory, as a whole, the plant does not measure up to modern institutional standards. It makes the maintenance of high sanitary standards difficult, if not impossible. While it would probably be a wise policy to abandon the institution entirely, it seems quite likely that its use will be continued for many years to come. If made to serve as a receiving station and to hold small groups of carefully classified prisoners, it could serve a useful purpose.

It is one of the most seriously overcrowded prisons in the country. When the new institution at Annandale is completed the overcrowding will probably decrease somewhat, but for several years it has had 1500 or more prisoners, a larger population than is to be found in any prison in the country where the plant covers as little as four acres.<sup>2</sup>

The increase in population has intensified the industrial prob-

<sup>1</sup> The industrial earnings are not a part of the prison accounts.

<sup>2</sup> See footnote in report.



lems of the institution. While the number of unassigned is not large the idleness is diffused by increasing the details in various departments and shops so as to give the men some work. Several of the industries are planned and equipped to give as large as possible a measure of vocational training. The woodwork shop is handicapped in such work, as it is outside of the prison and only trusted men are assigned to it. The vocational training is frustrated to a considerable degree by a lack of enough work. While men may learn to handle machinery and the technical side of the task, they can not be trained effectively to take place in the ranks of labor outside the prison when the volume of work in the prison shops is so much below that of outside shops. One of the most urgent needs of the institution is additional industries and shops and an increase of production to keep the men fully occupied.

The road building program of the state has been on an interesting basis. The Department of Institutions and Agencies in the office of the State Commissioner of Institutions has made bids in competition with regular road contractors and has built roads under exactly the same conditions as the outside contractors have to meet. Whatever the future development may be it has been demonstrated that prison labor, given the proper leadership, can work as effectively in road building and lay as many yards per day as the usual construction crew of a regular contractor.

The classification board, consisting of psychiatrist, educational director, prison physician and center keeper, meet to discuss the case of each man, to pool their observations and to see what industry he is most likely to be benefited by. Though the industrial situation may render this effort futile, in part, so far as vocational training is concerned, it is a material step in individualizing the treatment of inmates and the recognition of the futility of mass treatment. The method is obviously a sound one and the success or failure of it is due to the conditions in the institution.

The educational work here is superior to that of most Eastern prisons, although it falls far short of an ideal standard.\* The head

\* The State Dept. of Education at the present time is providing a specialist to work with the trade instructors, giving special training as teachers of trades, and assisting them in the vocationalizing of operations in all the shops.

teacher has had experience which fits him to an unusual degree for prison educational work. More schoolrooms, located where the shops will not interfere with them, and where there is less fire hazard, more funds, and the complete cooperation of all departments are needed before a well-rounded program of academic and vocational education can be developed. In a prison with many idle and semi-idle men, as Trenton has, such a program is the more necessary. The present program of cell-study is a valuable supplement to classroom instruction. A large schoolroom has been ready for occupancy for two years with the exception of the furniture, in spite of the fact that the prison shops could manufacture it.

The library is badly located but appears to be used extensively. The regular annual appropriation of \$500 is commendable.

The completion of the new hospital space, with the old hospital, puts the medical department on a better basis than most other parts of the prison. This is one of the early institutions to use a female trained nurse. This has worked successfully for ten years and is a practice which might well be followed by other institutions.

In spite of the restricted space in the mess hall a cafeteria method of serving meals has been installed and has proved, on the whole, successful. Considering the number of meals that must be served and the space available, a high standard of sanitation is maintained by those in charge of the department.

The increase in population has aggravated every phase of the institutional problem. Until the population is very materially reduced the institution should not be expected to give entirely effective service to the state. Instead of investing additional funds here, the state ought to abandon the institution; if this can not be done and its use must be continued for carefully classified groups, even this should be considered only a temporary and not a permanent arrangement.

The State Department of Institutions and Agencies is attempting to meet the problem of insufficient space at the prison by various means. The old arsenal grounds, adjoining the prison, have been acquired and will add nearly 70 per cent to the prison area. The large prison farm at Leesburg is being developed as rapidly as possible and is designed eventually to care for a considerable number of men. A second farm, containing 400 acres of excellent truck



garden land, has been acquired. It can be reached in fifteen minutes by automobile from the prison; its location makes it possible to employ men there during the day, returning them to the prison at night, as well as to employ a large permanent detail. These means of counteracting the very serious condition at Trenton are worthy of note and commendation.

Another policy of the State Department is to be noted as being in line with modern penal methods of classification and individualized treatment. An attempt is made to classify all prisoners and to transfer them to the institutions best suited to their particular needs. Several hundred men, for example, have been transferred from the prison to the reformatory at Rahway and the details for the new reformatory at Annandale have been recruited from Rahway. The further attempt to classify within the institutions and to assign each prisoner to the occupation best adapted to him is partially thwarted by the lack of sufficient employment and variety of industry. It is, however, a step toward scientific analysis and assignment.

## NEW MEXICO STATE PENITENTIARY

### SANTA FÉ, NEW MEXICO

Visited May 23, 1928.

The prisoners of New Mexico were sent to the Kansas State Prison until 1884, when an institution was established about one mile outside of Santa Fé. The administration building and cell houses were the first buildings and are still in use.

#### 1. GROUND AND PLANT

The administration building and cell houses on either side are built of stone, but most of the other buildings in the 13-acre enclosure are of brick made in the prison.

The building in front of the prison, first used as the warden's greenhouse, has been made over into a dining room and recreation room for the guards.

**1. Housing**—In each of the two cell houses there are 104 cells, 7 x 5 and 7 feet high arranged on four tiers. No provision was made for plumbing in the cells except in one cell at the end of each tier. Buckets are still in use.

The cells are equipped with double-deck spring bunks which have straw-filled ticks and blankets, also a locker, table and chair.

A few of the trustees are housed in a dormitory in one of the shop buildings.

**2. Farm**—The state owns 60 acres of land near the prison and 160 acres a few miles away. The contribution of the farm to the prison dietary depends on the supply of irrigation water.

#### II. ADMINISTRATION

**1. Control**—The general management of the prison is placed in a board of five Penitentiary Commissioners: Edwin Mechem, E. R. Wright, Neal Jensen, Vincente Alarid and J. O. Garcia. The



board in addition to six meetings a year for general matters also acts as a parole board. The members receive \$200 per year and expenses.

**2. Supt.**—Patrick J. Dugan was appointed superintendent in January, 1927, for a term expiring December 31, 1928. He had previously been assistant superintendent, and also a deputy sheriff and city marshal.

**3. Asst. Supt.**—Thomas A. Summers was appointed assistant superintendent, May 28, 1927. He had served in this capacity previously for four years and has had altogether 11 years of experience in the institution.

**4. Guards**—The 27 guards are appointed by the superintendent and work on eight-hour shifts.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$2700	quarters and maintenance
Asst. supt. ....	1800	" " "
Matron .....	900	" " "
Captain of guards .....	900	
Guards .....	660	(with additional \$10 a month in lieu of maintenance)
Doctor (part time) .....	1200	
Chaplain .....	300	
Chief clerk .....	1800	quarters and maintenance
Engineer .....	1500	(with additional \$10 a month in lieu of maintenance)
Foreman .....	1200	(with additional \$10 a month in lieu of maintenance)
Steward .....	1200	(with additional \$10 a month in lieu of maintenance)
Farm supt. ....	1200	(with additional \$10 a month in lieu of maintenance)

There is no pension provision.

### III. PRISONERS

**1. Population**—On May 23, 1928, the day the prison was visited, there were 386 prisoners.

The following analysis is given of the 386 prisoners received during the year ending June 30, 1928:

**Ages when received:**

Under 20 years	84	30 to 39 years	72
20 to 24 "	113	40 to 49 "	33
25 to 29 "	70	50 and over	14

**Nativity:**

Native born	331	Foreign born	55
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Of the foreign born prisoners, 48 were from Mexico and seven from other countries.

**Race:**

White	348	Negro	26	Other races	12
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**Education:**

Illiterate	94	Grammar school	223	High school	69
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**Sentences:**

No. on Indeterminate Sentence	364
" " Determinate	22
Up to 5 years	10
" " 25 "	1
" " 50 "	1
Life	10

2. **Classification**—There is no scientific system of classification.

3. **Insane**—On the doctor's certificate, the judge of the district court orders the transfer of a prisoner to a state hospital.

4. **Women**—There are two women prisoners held on the floor above the warden's quarters. One of them was being held for safe-keeping. The superintendent's wife acts as matron.

## IV. DISCIPLINE

1. **Rules and Regulations**—A new statement of rules was drawn up and adopted by the board on February 23, 1928. In addition to 31 rules it contains a statement of "good time" and privileges which the prisoner may secure. The rule of silence still obtains in the mess hall. Knives and forks are not used, only a large spoon is provided. Rules in regard to letters and visits are not rigidly adhered to. Visits are received in the deputy's office with a guard present but without any screen between. Prisoners working outside of the walls are searched as they come in.



**2. Punishment**—Loss of privileges and “good time” are the main form of punishment. Solitary confinement in the regular cells from one to two days, or in the semi-dark cells from one to four days, is used for more serious offenses.

## V. HEALTH

**1. Hospital**—The present hospital is located on the second floor above the mess hall. There is no equipment except a few beds. A new hospital is under construction and when completed will have a capacity of 32 beds, an operating room equipped for major surgery, full dental equipment, and a laboratory.

**2. Medical Staff**—A physician visits the prison three times weekly and a dentist one day monthly. Two inmates are assigned to hospital work.

**3. Medical Examination and Care**—A physical examination is given to each incoming prisoner. Wassermann tests are taken and smallpox vaccinations are given routinely. The prison physician examines the eyes of the inmates. Tuberculous patients are given a special diet and housed in a small building in the yard. They are given work suitable to their physical condition. Venereal cases are placed under treatment.

**4. Psychological Work**—No mental examination is given.

**5. Commissary**—The commissary occupies a separate building in the yard. The mess hall is well lighted and ventilated and men are seated at tables all facing one way. The equipment in the bakery and kitchen is adequate for the needs of the institution. An excellent standard of sanitation is maintained throughout the commissary department.

**6. Baths**—Thirty-six showers are in the bath house under the old hospital. One bath a week is given during the winter and two in summer.

**7. Recreation**—Ample space is available for recreation purposes. The men have Saturday afternoon in the yard and Sundays and holidays. Baseball is the principal sport. Games are played with outside teams. Athletic equipment is purchased with money received from visitors and interest from savings deposited.

**8. Entertainment**—Movies are shown every other week in the winter on Sunday morning. There is a small radio in the hospital and one in the plumbing shop, but none for the general population.

## VI. INDUSTRIES

**1. Workshops**—The principal industry is the brick manufacture. There are the usual shops and maintenance buildings of various types and with various grades of equipment. Of the maintenance shops the laundry is probably the best equipped.

**2. Character**—The industries are run on the state-account plan.

**3. Employment**—The report for May 21, 1928, gives the following distribution of the 401 inmates, as follows:

Maintenance .....	45
Office .....	8
Tailor and other shops .....	34
Miscellaneous shops .....	33
Outside details .....	64
Brick plant and clay pit .....	138
Night men .....	18
New construction .....	24
Sick .....	21
Rock pile .....	10
Miscellaneous .....	6

**4. Vocational Training**—Some parts of the brick plant and a few of the farm details offer some vocational training.

**5. Compensation**—There is no compensation for work done.

## VII. EDUCATION

**1. Library**—There is a fair library of 4000 volumes obtained by gift. A few of the books are in Spanish. Magazines are obtained from news dealers' excess stock.

**2. School**—There is a small schoolroom but no educational work is being conducted.

## VIII. RELIGION

**1. Chapel**—The chapel is located on the upper floor of the administration building. It is also used as a general assembly room.



The seating capacity is adequate and the lighting and ventilation are satisfactory.

2. **Chaplain**—A part-time chaplain is employed. Catholic and Protestant services are held on alternate Sundays. The Protestant services are cared for by the Christian Endeavor Society of Santa Fé.

#### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

#### X. PAROLE

Men are eligible for parole on the expiration of their minimum sentence, if their prison record has been clear of violations for the last six months.

During the year ending June 30, 1928, 63 men were discharged outright and 121 let out on parole; 28 were declared violators and eight returned for such violation. Men are paroled to individuals and organizations and report by letter which is vouched for by the "first friend."

#### XI. COST

Gross cost for year ending 6/30/28. . . . \$172,842.41

New construction included in the above. . . 15,652.11

Industrial earnings are returned to the state treasury. For the above period the earnings were \$18,401.78.

#### COMMENT

This is a small prison with problems peculiar to the non-industrial states of the Southwest. It has an unusually mixed population including a large number of Mexicans and Indians. Appropriations are small and the main handicap of this prison, as of so many others, is lack of employment. Certain difficulties inherent in the situation are made more difficult by the practice of giving men sentences of

such length that the spirit of the indeterminate sentence law is violated. A prison which has men serving indeterminate sentences of 60 to 80 years, 75 to 99 years, 90 to 99 years and even of 150 to 160 years, is certain to have unusual difficulties. If the legality of such sentences cannot be questioned, their absurdity and their demoralizing effect are obvious.

Very little of the plant is modern. There is no plumbing in the cells, although the cell blocks are well kept. They are overcrowded and a few men are quartered in parts of the prison which provide small and crude dormitories. A building for the guards' mess outside the walls is a good piece of inmate construction.

The new hospital building, adequate in size and to be equipped with modern facilities, was under construction when the prison was visited. It was urgently needed.

There is a large amount of idleness and semi-idleness, especially when the brick and tile plant is not in operation. This is a good industry but it should be supplemented by other means of employment. The prison can probably never be industrialized and possibly should not be. Expansion of road work and farm work seems the logical method of providing employment for men now idle. Other projects worthy of consideration are the assignment of inmates to irrigation work, even if it is necessary to establish a camp at some distance from the prison, and the working of a coal mine for state use.

Some of the bad effects of idleness and overcrowding are offset by the fact that the unusually large yard provides facilities for outdoor recreation. The schedule of outdoor hours is generous, but there is little attempt to organize and direct recreational activities.

A program of rudimentary education at least should be attempted in view of the large number of inmates who are not literate in English.

As noted in the 1926 Handbook the salaries of guards are too low and a parole officer is urgently needed.

There has been no substantial change in the rules and methods of discipline with the changes in administration. There are a number of restrictions that are not considered necessary in most prisons of the country. Chief of these is the provision that knives and forks



are not allowed in the mess hall. It is stated that Mexicans are quick to use knives in a quarrel. It may be answered that they are not fit for release from prison until they learn not to use knives in quarrels and that the prison seems the proper place to teach self-control in this particular matter.

The morale does not appear to be bad but the program of the institution can hardly be said to be definitely constructive.

Political influence has not been eliminated from the general management of the prison, as is evidenced by frequent changes in wardens and assistants. Some states no longer tolerate the practice of using important prison positions as political plums.

The superior officer of the warden holding appointments under Civil Service. That such a relation in terms of terms of office will be a factor in the system is hardly to be doubted. The task of administering a large penal system is a highly specialized one. A person who is scarcely enough time to become thoroughly acquainted with the problem and with the prison hands. To develop a policy, and try it out in two years is practically impossible.

The commissioner of corrections is a member of the state parole board and also of the State Probation Commission. The commissioner of corrections receives \$11,000 a year. The first term of a second term ends in 1950. The board had been for many years under the supervision of the state board of parole.

The commissioner is chairman in the State Commission on Probation and Parole. The members are as follows: Dr. Raymond F. C. Kell, chairman of the board of parole, New York.

Dr. Raymond F. C. Kell, chairman of the board of parole, New York.

## NEW YORK

### GENERAL STATEMENT

The prisons of the state are now under a Commissioner of Correction who is appointed by the Governor for a term of two years expiring on the same date as that of the Governor making the appointment. This general type of prison administration, found in a number of states, was set up to centralize authority in the Governor. The increasing complexity of government problems made such a centralization essential but unfortunately it may result, in this and some other states, in such a rapid turnover in the office of the prison head that continuity of policy and direction will be hardly possible. In New York the commissioner, with a two-year term, is the superior officer of the wardens holding appointments under Civil Service. That such a relation in length of terms of office will be a factor in the system is hardly to be doubted. The task of administering a large penal system is a highly specialized one. A two-year term is scarcely enough time to become thoroughly acquainted with the problem and with the prison heads. To develop a policy, and give it a fair trial in two years, is practically impossible.

The commissioner may of course be reappointed but only time will determine whether a tradition will be developed which will bring this about. Such a practice has not been followed in most states where the system has been in use longer than in New York.

The Commissioner of Corrections is a member of the State Parole Board and also of the State Probation Commission. The Commissioner of Corrections receives \$12,000 a year. The first to hold this office was Dr. Raymond F. C. Kieb, who was reappointed for a second term early in 1929; Dr. Kieb had been for many years superintendent of the state hospital at Matteawan.

The commissioner is chairman of the State Commission, an advisory board of six members. The members are as follows:

Dr. Raymond F. C. Kieb, Albany, Chairman ex officio  
John S. Kennedy, New York



Mrs. Sarah L. Davenport, Bath  
Mrs. Cecilia D. Patten, Saratoga Springs  
Colbert A. Bennett, Ogdensburg  
Walter W. Nicholson, Syracuse  
Samuel A. Lewisohn, New York

The members are appointed by the Governor for a term of four years and receive \$10 a day for the time given to the work of the commission, to a sum not exceeding \$1000 a year.

It would seem a better arrangement to have the chairman of this state commission a member of the commission elected by the other members. Under such an arrangement it is more likely that the advice and counsel of such a commission would be of greater value.

New York has the largest prison population of any state. Developing new institutions to care for the increasing population is necessary, as all the institutions are now overcrowded. Developing an industrial system which will provide work with pay for all prisoners is a problem by no means solved. Developing a real penal system in which each institution plays a particular part is still to be done. Among the major administrative tasks the developments listed above are obvious and urgent.

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Since the statement on the prisons of New York State was prepared for the Handbook the serious outbreaks at Dannemora and Auburn Prisons have occurred.

There can be no doubt that overcrowding and idleness contributed to both outbreaks. The overcrowding became especially serious during the oppressive heat of summer. The low per diem allowance for food provided by law very likely played its part. But it is believed that these were much less decisive than three other factors, namely, the long sentences meted out in the past few years; the change in the law relative to earning "good time" by good conduct and faithful work; the ultra-conservative administration of the parole law in the past year or two.

The men receiving the long sentences feel that they have nothing to gain or lose by good conduct, and become a focus of infection to the entire population. When the earning of "good time" was taken

away the prisoners as a body felt that the state was adopting a policy of dependence on repression for all prisoners as well as for the fourth offenders. When the parole power was used so conservatively, the men came to feel that good conduct no longer assured parole. Holding men in prison who were eligible for parole aggravated an already serious condition of overcrowding and in time caused the general population to accept the counsel of despair which enabled a comparatively small number of men to stampede a part of the population into riot.

It is certain that the state needs more prison capacity. It is probable that more guards are needed. It is obvious that better industries are necessary. But, important as these three are, they do not reach to the root of the matter. If these needs are met and the three conditions listed above still obtain, namely, the type of sentence under recent legislation, the change in the law in regard to earning "good time," and the meager use of the parole authority, the state may expect periodic recurrences of the recent outbreaks.

If these stringent laws are to be continued provision should be made for segregating from the rest of the population the men so sentenced, as well as some of the other life-term prisoners.

Two years ago this autumn prison officials in New York State expressed grave anxiety over the situation, and the occurrence of the trouble now is perhaps less remarkable than the fact that they were able to prevent it for several years. Unless the state in the years just ahead shows more wisdom and forethought than are evidenced in this naïve faith in purely repressive measures, more trouble may be expected.

There is real danger that these riots will be made an excuse for a reactionary policy. Their obvious significance is the unmistakable evidence of the necessity of a reconsideration of the penal policy of the state to form a basis for a sound reorganization of its penal program.

It has been stated by Auburn officials that they have not the slightest reason for holding the Mutual Welfare League responsible for the rioting; that the League officers failed, as did the guards, to get any inkling of the plan to escape on the part of the few men who originated the trouble. Such a failure is not hard to understand but



after the rioting started what was the part played by the League officers? Did they participate in the rioting or did they do what was in their power to minimize it? Was it worse because there was a League or would it have been worse had there been none? Some who are opposed to the League idea have condemned it without any real knowledge of the essential facts. Those who believe in the idea will be willing to stand by the facts brought out by an honest study made by a competent investigator.

The major factors outside of the prison, already outlined, are easily seen and understood. For these neither prison officials nor League officers had the slightest responsibility. But inside the prison the situation is quite different. The part played by the League in the prison immediately before and during the riot should be carefully analyzed, any failure on the part of the League clearly brought out with the reasons for such failure, and any efforts made by League officers to minimize the disturbance made equally clear in order that a basis may be established for judging the League fairly.

The walls enclose about 14 acres.

1. Housing—There are three cell blocks in which the cells are arranged on two floors, except in part of one where a single tier has been built. The cells have thick stone walls and in one part of the prison the cells are but 6" wide. The other cells measure 7" x 4" and 7'6" high. The cells are now lighted with electric lights but were so planned so that the old kerosene system is still used. The only ventilation comes through the heavily grated door. In a number of cases one side of the strip door is fastened to the wall and is swung up during the daytime. The beds are equipped with mattress, blankets and sheets.

While the cell houses are not modern in any respect, a good standard of sanitation is maintained.

It is planned in the next few years to take out the old cell blocks and replace them with cells of a modern type.

2. Heating—The state owns a \$20,000 furnace just outside of the city. It has a good draft hood, and extensive pipes are carried to

## STATE PRISON

AUBURN, N. Y.

Visited November 28 & 29, 1927.

A prison was established at Auburn on the present site in 1816. It is the oldest prison in the state. The original cell houses are still in use and except for larger windows in the cell house walls are practically unchanged.

### I. GROUND AND PLANT

The administration building in the center, with wings on either side, is a part of the original plant. Extensions have been made at right angles to these buildings for other cell houses and, in line with this extension, shops have been built which form a quadrangle around the central yard prison now used for recreation purposes. The walls enclose about 14 acres.

**1. Housing**—There are three cell blocks in which the cells are arranged on five tiers, except in part of one where a sixth tier has been built. The cells have thick stone walls and in one part of the prison the cells are but 3.6" wide. The other cells measure 7.6" x 4 and 7.6" high. The cells are now lighted with electric light but have no plumbing so that the old bucket system is still used. The only ventilation comes through the heavily grated door. In a majority of cases one side of the strap-iron bed is fastened to the wall and is swung up during the daytime. The beds are equipped with mattress, blankets and sheets.

While the cell houses are not modern in any respect, a good standard of sanitation is maintained.

It is planned in the next few years to take out the old cell blocks and replace them with cells of a modern type.

**2. Farm**—The state owns a 220-acre farm just outside of the city. It has a good dairy herd, and extensive crops are raised. Un-



fortunately, it has been classed as a prison industry and under this arrangement products raised must be paid for by the prison to the industrial department. This arrangement is not a usual one for prison farms and to a considerable extent lessens its value for the prison dietary.

## II. ADMINISTRATION

1. **Control**—(See General Statement on New York State.)

2. **Warden**—General E. S. Jennings was appointed warden in 1917 and, except for a period spent in the army, has been in office since that date.

3. **Deputy**—Geo. W. Durnford was appointed principal keeper in July 1, 1928. He had been acting deputy for several months and previous to that time had been an official of the prison for 19 years.

4. **Guards**—The 120 guards are appointed from Civil Service lists. They work on eight-hours shifts, have every third Sunday off and two weeks' vacation a year.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$6000	quarters and maintenance
Principal keeper .....	3000	
Sergeants .....	2200	
Chief clerk .....	2300	
Guards .....	2000	
Doctor .....	4000	quarters and maintenance
Doctor (part time) .....	2400	
Psychometrist .....	2000	
Trained nurse .....	1800	
Parole officer .....	2000	(paid from Parole Fund)
Educational director .....	2150	
Chaplain .....	2400	
Chaplains (part time) .....	1000	
Supt. of industries .....	4500	
Shop foremen .....	2000 to 2750	
Steward .....	2200	
Cook .....	2000	
Farm supts. ....	2000	part quarters and part maintenance

The total number of employees on the payroll is 185.

There is a pension law which provides for pension at half pay after 25 years of service, at the option of the state Commissioner of Correction.

## III. PRISONERS

**1. Population**—At the time the prison was visited there were 1528 prisoners. The following analysis is given of the 1563 prisoners for the fiscal period ending June 30, 1928.

**Ages when received:**

Under 20 years .....	92	30 to 39 years .....	428
20 to 24 " .....	391	40 to 49 " .....	188
25 to 29 " .....	372	50 and over .....	92

**Nativity:**

Native born .....	1221	Foreign born .....	342
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The foreign born were from the following countries:

Italy .....	172	Austria .....	17
Poland .....	40	Germany .....	17
Canada .....	32	England .....	12
Russia .....	18	11 other countries .....	34

**Race:**

White .....	1390	Negro .....	166	Other races .....	7
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**Education:**

Illiterate .....	220	High school .....	161
Read and write .....	224	College .....	38
Grammar school .....	880		

**Sentences:**

No. on Indeterminate Sentence .....	913
" " Determinate " .....	650
Under 5 years .....	103
Bet. 5 and 10 years .....	334
" 11 and 20 " .....	127
" 21 and 30 " .....	22
" 31 and 40 " .....	11
Over 40 .....	1
Life .....	52

All executions of New York State take place at Sing Sing.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—On recommendation of the prison doctor and on order of the Superintendent of Correction insane prisoners are transferred to the hospital at Dannemora.



## IV. DISCIPLINE

**1. Rules and Regulations**—While there is a general rule book for the prisons of the state, the head of each institution may use some discretion in the administration. There is no silence system. The state pays for one letter and the men may write additional letters, paying their own postage. Magazines, books and newspapers may be received directly from the publishers. Smoking is permitted in the recreation yard or in the cells. Visits are allowed to first class prisoners once a week, to second class prisoners once a month, to third class only by special permission. First class inmates are permitted to make outside purchases not exceeding \$6.00 every two weeks, second class men not to exceed half of that amount, third class prisoners only by special permission.

**2. Punishments**—For the usual run of offenses the cases are turned over to the Mutual Welfare League, an organization of the prisoners established in 1914. The men are tried by a group of judges of their own number and the punishments awarded are usually loss of privileges, including yard time or shows. Except for a few of the more serious offenses the disciplinary cases may be handled by the League. The principal keeper can with discretion handle cases reported to him by officers, or he can turn these over to the League officials. In addition to those reported by the state officials there are other cases reported by the League's sergeant-at-arms and deputies.

In addition to the deprivation of privileges, the deputy may for more serious offenses commit prisoners to the punishment cells located under the old death house. Men who are confined there are on a bread and water diet.

## V. HEALTH

**1. Hospital**—The hospital is located on the second floor of the south wing. It has a capacity of 47 beds distributed into three wards of 15 beds each and one room with two beds. A fully equipped operating room is available. X-ray equipment and laboratory for bacteriological, chemical, and blood count work, and a diet kitchen complete the facilities.

**2. Medical Staff**—Two full-time physicians and a full-time male nurse are assigned to the hospital. The assistant physician, who does the major surgery, has an outside practice in addition to his prison work. A local oculist visits the prison two hours weekly. Fifteen inmates, one of whom is a dentist, are assigned to hospital work.

**3. Medical Examination and Care**—On admission prisoners are given a physical examination with Wassermann tests. Dental and eye examinations are also made at this time. An inmate dentist gives full time to this work. A local oculist visits the prison two hours weekly. Tuberculous inmates are transferred to the tuberculosis hospital for criminals at the Clinton Prison, Dannemora, N. Y. Venereal cases are placed under treatment.

**4. Psychological Work**—The prison physician, who is also a psychiatrist, gives each inmate on admission a psychiatric and psychological examination.

**5. Commissary**—The mess hall is located under the chapel, with the kitchen adjoining it on one side. The men are seated at tables in the mess hall facing both ways. The equipment and arrangement of the commissary department have been greatly improved in recent years. A system of forced ventilation recently installed, which affects both the mess hall and the kitchen, is a great improvement. As a whole, while the commissary is not well located, it is very well cared for and a high standard of sanitation is maintained.

The diet is heavy with meat and lacking in vegetables, especially green vegetables. Inmates are permitted to buy, prepare and eat food outside the mess hall, provided they have funds available for this purpose. The food is rationed. Men are assigned to kitchen duty only on the physician's orders and after passing a physical examination for this purpose.

**6. Baths**—The bath house is equipped with a small compartment and dressing room for each shower. An elevated walk in the center enables the guard to observe the bathers on both sides of the room. The general population is given but one bath a week, commissary workers and those on coal details may bathe twice



weekly. In the foundry and boiler room showers have been installed for the use of the men in these details.

**7. Recreation**—During the summer months the men are given the yard daily, and on Saturday afternoons, Sundays and holidays. While the space available is not adequate for the present population, all of it is utilized and the schedule of time in the yard is a good one.

**8. Entertainment**—Moving pictures are shown every evening during the winter months in place of the recreation period in the yard. The inmates stage a show once or twice a year to which outsiders are admitted, for the purpose of raising funds for the League's activities. Occasional entertainments are given by outsiders.

## VI. INDUSTRIES

**1. Workshops**—The workshops are erected on a double line extending most of the distance around the center yard. The majority of them are old and do not conform to modern factory standards in any respect. Some are badly lighted and poorly ventilated. The machinery of one or two of them has been modernized in recent years.\*

Construction has been begun for the building of an industrial section outside of and across the street from the present prison.

**2. Character**—The state-use system prevails in all of the industries of the prisons of the state.

**3. Employment**—The industrial distribution of the 1528 inmates on November 26, 1927, was as follows:

Auto plate .....	104	Industrial office clerks .....	40
Machine shop .....	43	Power plant, yard details, etc....	169
Broom and weave shop .....	72	Farm .....	22
Cloth shop .....	198	Non-productive, including League,	
Woodwork shop .....	224	school, sick, etc. ....	160
Foundry .....	75	Maintenance .....	421

**4. Vocational Training**—The furniture and woodwork shops with modern equipment, parts of the auto-tag plant, and some of

\* Most of these old shops were burned at the time of the riot in the summer of 1929.

the farm details, have considerable vocational value, but there is no organized system of vocational training.

**5. Compensation**—The Empire State for many years has paid its inmate workmen  $1\frac{1}{2}$  cents a day. In the last few years an improved system of pay has been inaugurated for those in prison industries, payment being based on the profits of the industries. This does not improve the status of those working on maintenance. In the cloth shop the men have earned on the piece-rate basis from \$4.00 to \$5.00 a month, and in the auto-tag shop as high as \$5.45 a month. For the most part the men in the industries average about \$1.00 a month. The total wage for the month of October, 1927, for industries was \$1538.97; \$180.41 was paid to the men making indirect contribution to the industries.

## VII. EDUCATION

**1. Library**—The library, in charge of the chaplain, numbers over 5000 volumes in poor condition and badly in need of replacements. There is no regular appropriation for the purchase of new books. Only \$46 was spent for new books last year. The state library approves all new books before purchase. Very few current magazines are received. There is an old printed catalogue in each of the shops. The library quarters are poor and badly located.

**2. School**—The state law requires one and a half hours a day schooling for all who lack fifth grade education, the men leaving the shops for their school periods. The program is approved by the State Bureau of Special Schools. In the five standard grades 295 men are enrolled; 24 men take mechanical drawing and commercial subjects. The school is in session from 8.30 to 11.45 A. M. and 12.45 to 4.00 P. M. five days a week for 11 months of the year. There are seven standard classrooms in a remote part of the yard. The head teacher, a trained school man, is assisted by 14 inmate teachers. The latter are paid  $1\frac{1}{2}$  cents a day.

Correspondence courses are supplied by the Welfare League Association to 22 men. A few men are taking other correspondence and university extension courses.



## VIII. RELIGION

1. **Chapel**—The chapel, also used as an auditorium, has a sloping floor and the type of seat usually found in a theater. Artificial ventilation has been installed so that the room is quite satisfactory for the purposes for which it is used.

2. **Chaplains**—There is a full-time and a part-time chaplain.

3. **Services**—Protestant and Catholic services are held regularly on Sunday morning; Jewish services on their holidays.

4. **Other Agencies**—Christian Science services are held regularly, and occasionally the Salvation Army conducts a meeting.

## IX. INMATE COMMUNITY ORGANIZATION

The Mutual Welfare League, referred to under "Discipline," was organized primarily to give the men training in the acceptance of responsibility for the common good of the inmate community. It has played a varying part in the life of the institution, but at present appears to be doing unusually effective and satisfactory work.

## X. PAROLE

The Superintendent of Correction, the warden of the institution and a third member appointed by the Superintendent of Correction constitute the parole board. During the year ending June 30, 1928, 425 men were paroled and 116 declared violators. The men are paroled largely to welfare organizations in the state. Reports are made monthly through the custodian, either an individual or an organization.

## XI. COST

Gross cost for year	Gross per capita cost	\$369.01
ending 6/30/28 \$563,847.86	Net per capita cost	166.39
Earnings \$320,595.00		
Net cost 243,252.12		

The net profits of the prison industries do not enter into the maintenance at all; they go into the capital fund from which the

legislature may make appropriations for capital investments in industries, or sums may be appropriated from this fund for plant extension of other state institutions, but never for maintenance.

### COMMENT

In the past three years there has been marked improvement in the industrial situation in this prison. Instead of following the time-honored practice of promoting a guard as a reward for good service to the position of superintendent of industry, a man who had proved his capacity for such a position in an outside industry was found and the salary scale was brought into line with industrial standards. This has resulted in the adoption of a system of manufacturing records and of methods which have proved their value in free industry, and to the modernizing of the machinery in the woodwork shop. The building program begun in 1928 will, when completed, house the industries of the prison in shops that are modern in design and construction and adequate in size and equipment. Under competent leadership and with modern equipment the industries will have a fair chance to make a satisfactory production record and to give a greater degree of real vocational training. The razing of the century-old shops, some of which have long been a disgrace to the state, will give yard space that is much needed for recreation and for other prison buildings.

This is the first step in modernizing this, the oldest prison in the state. Considering the difficulties involved a good standard of housekeeping and sanitation is maintained in the old cell houses. When the new shops are completed the old cell blocks are to be taken out and new ones built in the present cell houses. This historic old prison will then have modern facilities for housing both inmates and industries.

The educational work here conforms, as in other New York prisons, to the meager requirements of the state law and the limited plan laid down by the Bureau of Special Schools. Industries are not allowed, however, to interfere with the work of the school to the extent that they do in the other prisons of the state, men being taken from the shops for their assigned school period. The morale



also seems more likely to be helpful here than in the other prisons. The enrolment is somewhat larger, although few men attend more than one period a day. While the school has the advantage, as in the other New York prisons, of a trained head teacher, the program is manifestly weak, especially in its failure to meet the need of the inmates for vocational courses and for academic courses beyond the grades. This weakness is chargeable to state policy rather than to the local educational organization. Correspondence courses supplied by the Welfare League Association have proved valuable supplements to the work here, although the number available is necessarily small.

The library is in marked need of attention and the library room is badly kept. There should be an adequate and regular appropriation for new books. It seems advisable to put the library in charge of the school department in order that it may take its proper place as an adjunct to education.

The hospital and related lines of work are well organized. The psychiatric examinations are commendable. The inmates' diet is heavier than is needed for the type of work the inmates are doing. The custom of permitting inmates with funds to purchase all types of food, prepare it and eat it in the prison yard or workshops, is open to criticism. It disorganizes the operations of the general kitchen and leads to waste in this department. The medical department reports that it increases digestive disturbances due to the irregular eating habits of those involved and to quantities which are often consumed.

More comprehensive examination and treatment for eye conditions should be provided. The medical department reports that under the present system a short-time inmate is frequently discharged before his known eye defects can be considered by the visiting oculist because of the large number of patients above him on the list.

Life at this prison is as normal as prison life can be, for the discipline as a whole is not repressive, the rules are sensible in form and content, and sane in their administration. The time allotted to recreation is ample, although the space now available is quite inadequate. The unusual degree of normal living is due in a large measure

to the development of an inmate community organization called the Mutual Welfare League. A further statement of this is given in the Introduction. This organization since its inception in 1914 has had an important part in the conduct of the inmate community life. It has had a major responsibility for the organization and promotion of recreation and entertainment activities. It has been a factor in the discipline of the institution, sometimes a major factor. At times when it was not functioning effectively its responsibility has been lessened but it has been in operation continuously since its inception 15 years ago. The experience of this prison has demonstrated that an inmate organization can be an affective aid in penal administration.

The years have shown also that if such an organization is to achieve its more vital purpose of training men in the limited citizenship of a prison community for useful citizenship in society outside, it needs a large degree of close, sympathetic and intelligent cooperation which the warden with his numerous other official responsibilities is not always able to give. To enable it to achieve its largest and most significant results as an aid to administration and an agency of social reeducation a liaison or morale officer may be necessary. He should be a man of mature years, sound judgment and social vision. The cost to the state of such an officer would be trivial compared with the results which could be achieved for society.

(See comment on prison outbreaks of July, 1929, in General Statement on New York State.)



## STATE PRISON FOR WOMEN AUBURN, N. Y.

Visited November 30, 1927.

The New York State Prison for Women occupies the plant formerly built for the hospital for criminal insane. The plant was erected in 1868 and it became the state prison for women in 1894. The women's prison occupies an enclosure of five acres adjoining the men's prison on the west side.

### I. GROUND AND PLANT

The buildings stand back some distance from the street. The administrative offices occupy the center, with the superintendent's quarters above. On one side of the offices is the hospital, on the other the housing quarters. Connected with the main buildings is a structure in which the chapel is on the third floor, the workroom on the second floor and the kitchen and bakery on the first.

1. **Housing**—The women are housed in wings in which a corridor occupies one side and the rooms the other side, so that each room has an outside window. The rooms are quite a good size, and the women are allowed some latitude in furnishing them. There is no plumbing in the rooms but each section has a washroom containing washbowls, baths, and toilets. The quarters throughout are scrupulously neat and clean.

2. **Garden**—Only a small amount of space is available but this is cultivated intensively for garden crops of various kinds.

### II. ADMINISTRATION

1. **Control**—(See General Statement on New York State.)

All of the records of the institution are kept in the men's prison in the office of the warden who is the official channel of communica-

tion between the superintendent of the women's prison and the office of the Commissioner of Corrections at Albany.

**2. Supt.**—Dr. Frank L. Heacox was appointed superintendent in 1922. He serves also as head physician of the men's prison. Dr. Heacox is a graduate of Jefferson Medical College and has been in the service of the institutions of New York State since 1905.

**3. Matrons**—The superintendent is assisted by a head matron and nine assistant matrons.

**4. Guards**—Guards from the men's prison serve as attendants at the front gate and as watchmen of the grounds.

**5. Salaries and Pensions**—The salaries paid are as follows :

Superintendent .....	\$250	quarters and maintenance	
		(in addition to his salary as physi-	
		cian of the men's prison)	
Head matron .....	900	quarters and maintenance	
Asst. matrons .....	600	" " " "	
Educational director .....	1300		

The total number of employees on the payroll is 20.

There is a pension law which provides for half pay after 25 years of service, at the option of the State Commissioner of Corrections.

### III. PRISONERS

**1. Population**—On November 30, 1927, the date the prison was visited, there were 124 prisoners. The following analysis is given of the 114 prisoners as of June 30, 1928 :

#### Ages when received:

Under 20 years .....	11	30 to 39 years .....	34
20 to 24 .....	19	40 to 49 " .....	19
25 to 29 " .....	26	50 and over .....	5

#### Nativity:

Native born .....	88	Foreign born .....	26
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The foreign born were from 13 countries.

#### Race:

White .....	73	Negro .....	41
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**Education:**

Illiterate .....	10	High school .....	19
Grammar School .....	78	College .....	7

**Sentences:**

No. on Indeterminate Sentence.....	87
“““ Determinate .....	27
“ Up to 5 years .....	14
“ Bet. 5 and 10 years .....	9
“ “ 11 and 20 “ .....	2
“ Life .....	2

All executions take place at Sing Sing.

**2. Classification**—There is some segregation but no general scientific system of classifying the inmates.

**3. Insane**—On recommendation of the superintendent and on order of the Commissioner of Corrections women adjudged insane are transferred to the Matteawan state hospital.

#### IV. DISCIPLINE

**1. Rules and Regulations**—This institution is covered by the rule book of the prisons of the state. A wide latitude is given the superintendent in the discipline in force. The rules actually enforced are comparatively few in number and of a general nature.

**2. Punishments**—The punishments are largely loss of privileges; loss of “good time” may also be used. For certain offenses the women may be locked in their own rooms and in special cases in punishment rooms.

#### V. HEALTH

**1. Hospital**—The hospital is located on the first floor of the east wing and has a capacity of 20 beds. These beds may be placed either in single rooms or in one large corridor upon which these rooms open. Practically all the laboratory work is done in the men’s prison hospital on adjoining grounds. Inmates needing X-ray examination or surgical operation are sent to the Auburn City Hospital. Food is served from the general kitchen.

**2. Medical Staff**—The staff from the men's prison also serves this prison. A local dentist is called in when needed. Two inmates are assigned to hospital duty.

**3. Medical Examination and Care**—Each new inmate is given a physical examination and Wassermann tests are made. Dental and eye examinations are also made at this time and needed corrective work is carried out later. A dentist visits the prison one hour weekly and the oculist comes on call. Venereal cases are placed under treatment and tuberculous inmates are hospitalized on a supplementary diet of milk and eggs.

**4. Psychological Work**—The prison physician, who is also the superintendent of this prison, gives each inmate a psychiatric and psychological examination.

**5. Commissary**—The meals are served on tables placed in the corridor occupying one side of the housing wings. The kitchen and bakery are located on the first floor of one of the wings. The commissary department is adequately equipped. All of the food is cooked on ranges. The kitchen and bakery as a whole are scrupulously neat and clean though the construction in the old buildings makes this more difficult than in institutions of modern construction.

The diet in this prison has a minimum of green vegetables. Meats are served daily and fruit in some form three times weekly. Food is not rationed. Although outside food is permitted little is sent in.

**6. Baths**—The baths are located in each corridor. Prisoners may bathe daily if they wish. One bath a week is required.

**7. Recreation**—The inmates are given a daily recreation period in the yard during the summer, and on Saturday afternoons, Sundays and holidays. Space is not available for a great variety of sports, but some use is made of volleyball and group games. During the winter the corridors in front of the cells are used for recreation purposes. With the aid of a phonograph dances are held on the broad sidewalk between the wings.

**8. Entertainment**—Moving pictures are shown three times a week and occasional outside entertainments are given. The inmates stage a show twice a year for outsiders; only women may attend. The receipts are used for athletic and entertainment purposes. One of the rooms on the ground floor has been attractively decorated,



and a special set of dishes is used in this room for inmates to give parties to small groups on their birthdays.

## VI. INDUSTRIES

1. **Workshops**—The workshop is located on the second floor of one of the wings. It is well lighted and ventilated and affords good working conditions.

2. **Character**—The industries are on the state-use basis.

3. **Employment**—The women are employed in making sheets, pillowcases, shirts and mattresses. The women not employed in this workroom are used on maintenance details.

4. **Vocational Training**—The work in some of the commissary and maintenance details has vocational value as far as training for domestic work is concerned, but there is no general system of vocational training.

5. **Compensation**—The women, except those on industries, receive  $1\frac{1}{2}$  cents a day; data on those working on industries are not available.

## VII. EDUCATION

1. **Library**—The head teacher has supervision of the library of some thousand or more volumes. The expenditure of \$100 a year for the purpose of getting new books keeps the library for an institution of this sort up to a fairly good standard.

2. **School**—The head teacher supervises classes from the first to the seventh grade. School is compulsory for both illiterates and those who have done only lower grade work.

A few of the inmates take correspondence school courses.

## VIII. RELIGION

1. **Chapel**—The chapel, on the upper floor of the wings, is well lighted and ventilated. It is really a chapel and not merely an assembly room.

2. **Chaplains**—The chaplains of the men's prison conduct services in this institution.

3. **Services**—Protestant and Catholic services are held each week.

4. **Other Agencies**—Christian Science services are conducted weekly on Sunday afternoons. Bible classes are held during the week.

## IX. INMATE COMMUNITY ORGANIZATION

The spirit of this institution, as of the other better institutions for women, gives little, if any, of the impression that formerly characterized it. The discipline is administered intelligently, and considerable opportunity is given for self-expression. These features are valuable, but there is no organization here, as is found in so many institutions for women, in which the inmates have a large share in the responsibility for the conduct of the inmate community activities.

## X. PAROLE

The parole board now consists of the Commissioner of Corrections, a member appointed by the Commissioner, and the head of the institution. During the year ending June 30, 1928, 29 were paroled, and eight returned for violation of parole.

## XI. Cost

Gross cost for the fiscal year ending June 30,	
1928	\$60,450
Net earnings of the workshop	1,563
Net cost	58,887

## COMMENT

The spirit and program of this institution, in marked contrast to the plant, is in general in line with the better institutions for women.

While the plant of this institution is not inadequate and is well cared for, it was built for a quite different purpose and is not at all of the type erected in recent years by many states for women prisoners.



The proposed removal of the women to a separate section of the Reformatory for Women at Bedford seems to be obviously desirable.

The population of both prison and reformatory would not be too large for one staff to handle. Buildings are available at Bedford better adapted to the purpose than those at Auburn. The razing of the present plant would make available space needed by the overcrowded men's prison. The larger institution makes possible a staff of trained workers, an essential to highest effectiveness in treatment of women offenders.

Recommendation, for administrative reasons, of the transfer of the women's prison to Bedford does not imply criticism of the present management. A higher morale, a decrease in regimentation and an increase of individual, as contrasted with mass, treatment have taken place under the present superintendent, who has brought both scientific and social viewpoints to the task.

## NEW YORK STATE REFORMATORY FOR WOMEN

BEDFORD HILLS, N. Y.

Visited April 24, 1928.

This reformatory was established about 1900 to take women prisoners from 16 to 30 years of age, except feeble-minded, for misdemeanors or felonies, at the discretion of the judge, from the eastern and southern parts of the state.

### I. GROUND AND PLANT

The institution is located on hilly ground so that the various buildings are placed on different levels. The main institution is grouped around the administration building. At some distance is a group of farm cottages; the disciplinary cottage building and the three buildings given by the Rockefeller Foundation form a third group.

1. **Housing**—The inmates are housed in rooms located in the various cottages. The rooms have wooden floors and painted walls, and are equipped with a bed, rug, table and chair and with curtains at the windows. Each room has a good sized window, providing light and ventilation, and a good standard of sanitation is maintained throughout the cottages. Each of the two floors of the cottages has a bathroom containing showers, tubs, and toilets. In addition to the rooms for the inmates each cottage has its own commissary department.

2. **Farm**—There are about 300 acres in the tract of land, part of which is run as a farm. In addition to the dairy products, large quantities of garden produce and small fruits are raised.

### II. ADMINISTRATION

1. **Control**—(See General Statement on New York State.) The institution also has a Board of Visitors, comprised as follows:



Mrs. Haley Fiske,	New York City,	President
Mrs. Mortimer Menken,	" " "	Secretary
Rev. Thomas B. Kelly,	" " "	Treasurer
Mrs. George Leary,	" " "	
Dr. Menas S. Gregory,	" " "	
Mr. Frederick C. Tanner,	" " "	
Mr. John Zanft,	" " "	

**2. Supt.**—Dr. Leo J. Palmer was appointed in January, 1927, under Civil Service for an indefinite term of office. He is a graduate of Queens University medical school and has had experience in a number of institutions including three years at Napanoch.

**3. Deputy**—There are two assistants.\* The first, Grace M. Robson, was appointed in August, 1927. She is a trained nurse and has had experience at the state hospital at Clinton Farms, N. J., and additional training in the New York School of Social Work. The second assistant is Anna M. Langley, trained as a technician and in practical nursing.

**4. Matrons**—There are 36 matrons appointed under Civil Service. The matrons have one day off a week and three weeks' vacation.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$4500	quarters and maintenance
First asst. ....	2700	" " "
Second asst. ....	1600	" " "
Matrons .....	900 to 1080	quarters and maintenance
Asst. matrons .....	720 to 900	" " "
Chief clerk .....	1020 to 1320	" " "
Doctors .....	2000	quarters and maintenance
Dentist .....	1200	
Oculist .....	Fee basis	
Psychologist .....	1600	quarters and maintenance
Head nurse .....	1320	" " "
Trained nurses .....	1020 to 1140	quarters and maintenance
Parole officer .....	900 to 1080	
Educational director .....	1200 to 1380	quarters and maintenance
Chaplains (part time) .....	360	
Chief investigator .....	1200 to 1500	
Marshal .....	900 to 1080	

\* Miss Langley became first asst. and Louise C. Engle second asst. in Sept., 1928.

Supervisor of industries .....	2400	quarters and maintenance
Steward .....	2200	and maintenance
Recreational director .....	1800	quarters and maintenance

There is a pension law which provides for pension at half pay after 25 years of service, at the option of the State Commissioner of Corrections.

### III. PRISONERS

**1. Population**—On April 24, 1928, the date the institution was visited, there were 317 women and 32 infants. The following analysis is given of the 286 prisoners received during the year ending June 30, 1928.

**Ages when received:**

Under 20 years	113	30 to 39 years	9
20 to 24	131	40 to 49	1
25 to 29	30	Unknown	2

**Nativity:**

Native born ..... 248 Foreign born ..... 38

The foreign born were from 17 countries.

## Race:

White ..... 246      Negro ..... 40

**Education:**

Illiterate .....	5	Grammar school .....	208
Read and write .....	43	High school .....	30

**Sentences:** All sentences to the Reformatory proper are indeterminate, the maximum being three years with an arbitrary minimum of one year; sentences to the division for female defective delinquents, which was established by law in 1921, which law provided for the setting aside of a suitable and proper place for the custody and training of feeble-minded delinquent women, consist of commitment for an indefinite period, there being no minimum or no maximum other than an arbitrary minimum training period of one year, although the majority of these inmates are required to remain much longer than one year before being considered for release on parole.

**2. Classification**—The cottage system of housing inmates is perhaps best adapted to a system of classification. Inmates are given assignments to cottages in accordance with a plan of classification,



after they have been carefully tested and studied during the quarantine period.

**3. Insane**—On application the judge of the Court of Records appoints two doctors as a lunacy commission and on their recommendation inmates adjudged insane are transferred to the state hospital at Matteawan.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules of the institution are general rather than specific and provide a minimum of necessary regulations. The state pays for one letter a month, but inmates may write additional letters if they pay the postage. Books, magazines and newspapers may be received direct from the publisher. Visits from relatives only are permitted. Groceries and other articles may be ordered once a month.

**2. Punishments**—Loss of privileges is the chief form of punishment, but for more serious cases the inmates may be sent to the observation cottage situated at some distance from the other buildings, so that they are quite isolated from the general population. The rooms in this cottage are light and well ventilated, and adequately, but plainly furnished. Loss of "good time" may also be used as a form of punishment, and for escaping, three months additional time may be added to the sentence.

#### V. HEALTH

**1. Hospital**—The hospital occupies a separate building and has a capacity of 40 beds, consisting of three wards of six, five and five beds, and 12 rooms of two beds each. There are no X-ray or laboratory facilities and the operating room is not equipped for major surgery. A diet kitchen serves patients and attendants. The hospital is used largely for quarantining new inmates, for segregation of infective venereal cases, for disturbed mental patients, and for inmates who are below par physically.

**2. Medical Staff**—Two full-time physicians, two nurses, a psychiatrist who is also the superintendent of the reformatory, a psychologist, a part-time dentist and three inmates complete the personnel.

**3. Medical Examination and Care**—Physical examination is given each incoming prisoner. Wassermann tests are made on all. Prisoners are held in quarantine for two weeks. The dentist who spends two days weekly at the reformatory examines all new inmates and a visiting oculist examines their eyes. Venereal cases are placed under treatment. There were no known cases of tuberculosis in the prison population. Definitely feeble-minded cases are transferred to the Hospital for Feeble-minded at Poughkeepsie.

**4. Psychological Work**—A psychometric test is given to all and a psychiatric examination to special cases as indicated by the psychometric tests and observation.

**5. Commissary**—Each of the cottages has its own kitchen, dining room and storerooms. In the dining room the women are seated at four sides of the tables. The rooms are well lighted and ventilated and deserve the name of dining room. All of the cooking is done over ranges. The floors of the kitchens are tiled and the equipment throughout is adequate. An excellent standard of sanitation is maintained throughout the commissary department.

The institution has a cannery with commercial canning equipment where all surplus garden products are canned in quart and gallon cans. This is issued from the storehouse during the winter months, thereby assuring a year-round supply of vegetables.

With the products of the garden to draw upon, the diet is varied and vegetables and fruit are served daily. Food is not rationed. Milk is available for drinking for one meal daily. Twice a month inmates may have food purchased for them in the adjoining village.

**6. Baths**—On each floor of the cottages are rooms containing baths and toilets. Daily use of the bath is permitted inmates.

**7. Recreation**—A daily recreation period is given after the evening meal until dusk, Saturday and Sunday afternoons and holidays. Baseball, volleyball, basketball and various group games are played under the supervision of a trained physical director.\*

\* Since the reformatory was visited the gymnasium has been completely furnished and equipped. A full-time physical instructor has been added to the recreation department. Physical training classes for both inmates and employees have been established.



**8. Entertainment**—In addition to movies shown regularly, the various cottages stage shows for the inmate body. Pageants, dramatic performances, cottage parties and dances are given occasionally. Social and community activities of various kinds give an unusually full development to the entertainment program.

## VI. INDUSTRIES

**1. Workshops**—The only regular industry is sewing, in a room housed in a school building which is well lighted and ventilated. The institution, however, needs a new building which can be devoted primarily to industrial purposes.<sup>1</sup>

**2. Character**—The industry is on the state-use basis.

**3. Employment**—Of the 317 inmates at the prison on the date it was visited, 24 were used in the sewing room; the others were assigned to the various cottages, farm and maintenance details.

**4. Vocational Training**—Most of the work of the institution has real vocational value, and the work is conducted with that end in view.<sup>2</sup>

<sup>1</sup> Since the institution was visited the industries have been enlarged and now occupy four large rooms on the main floor of the school building. Fifteen additional power sewing machines have been added to the equipment, slightly more than doubling the former capacity of the industries. In addition to this a receiving and loading platform has been constructed so that it is now possible for raw material to be put in process and continued in an uninterrupted line through process to completion, ready for delivery, and with a minimum effort of handling. Approximately 45 inmates are employed in the industries.

<sup>2</sup> Since the institution was visited an occupational therapy department has been instituted where arts and crafts work is carried on. The occupational therapy center is in the school building where selected cases are assigned for this type of work on a regular class schedule. The majority of the work however is carried on in the observation and segregation building. Inmates suffering from episodes of increased instability and excitement are treated by means of occupational therapy, and carefully compared results over a nine months' period indicate that the period of excitement or increased instability is cut approximately 50 per cent through the use of this type of therapy. Its usefulness, of course, depends on the fact that the work itself is colorful and is based on well known principles of color therapy, and the additional fact that the inmate is able to definitely complete given tasks possessing æsthetic values. This work is also utilized in the feeble-minded group during the winter months, whereas during the summer the feeble-minded are occupied entirely at outdoor work on the grounds and gardens.

**5. Compensation**—Inmates working on industries receive one cent an hour; exceptionally good workers, two cents an hour.

## VII. EDUCATION

**1. Library**—There is a fairly good library of several thousand volumes under the director of recreation. They are acquired by gift. The monthly circulation is 1000; it is stated that 72 per cent of the inmates are reading. There are reading circles which are sometimes allowed to use the officers' reading room.

**2. School**—The school is only one unit in the program of the institution, which is designed to provide education in the broadest sense. After a quarantine period of two weeks, each inmate goes through a preliminary training period of one month in a training cottage. She is instructed in kitchen and dining room work including elementary cooking and diet planning, in general housekeeping, care of clothing, personal and social hygiene, hand laundry work, home decorating, etc. Some special instruction is given to selected cases, such as prenatal and child-care for expectant mothers. The remaining six or eight months of the sentence are spent in specialized training. This is given in the regular work of the institution and in the school.

The academic school work is correlated with practical problems. School work is supervised by the head teacher, assisted by other members of the staff. Inmates are assigned to school in the classification clinic. The enrolment is usually small. There is a good citizenship course, a scholastic course teaching only the lower grade fundamentals, and a commercial course which includes typewriting, shorthand and bookkeeping.\*

## VIII. RELIGION

**1. Chapel**—The chapel is a separate building and is a very attractive place of worship.

**2. Chaplains**—There are three part-time chaplains.

**3. Services**—Protestant, Catholic and Jewish services are conducted regularly.

\* Since the institution was visited the school building has been completely renovated.



## IX. INMATE COMMUNITY ORGANIZATION

While there is no formal organization of the inmates as a whole for the conducting of inmate activities, one of the staff, who is in substance a morale officer, consults with the various cottage groups about the problems which arise, plans with them the activities of all kinds, and thus gives the inmates a large share in the planning and conducting of inmate activities. The spirit of the management and the method of carrying on the activities gives scope for a large measure of social training.

## X. PAROLE

The Board of Visitors constitutes the board of parole. Inmates are eligible for parole after a minimum term of one year. During the year ending June 30, 1928, 182 inmates were paroled, 157 declared violators and 78 returned for violation. Inmates are paroled both to individuals and to organizations, and report by letter and by monthly report blanks.

## XI. Cost

Gross cost for the year ending 6/30/28 . . . . . \$223,287.11

Gross per capita cost . . . . . 646.556

The net profits of the prison industries do not enter into the maintenance at all; they go into the capital fund from which the legislature may make appropriations for capital investments in industries, or sums may be appropriated from this fund for plant extension of other state institutions, but never for maintenance.

## COMMENT

The plant at this institution, although not a new one is in its general arrangement in line with the better institutions for women. The various units are rather small in size and are distributed over a considerable area. While the maintenance of the old buildings is

something of a problem, as a whole the housekeeping here is of a high order, as it is in most institutions for women.

The significant thing about this institution is the purpose and the spirit of the administration and the development of a staff able to carry out its aims. Dependence is placed on personnel rather than on equipment. The purpose is not penal or repressive but reconstructive and the staff is selected from trained people. Scientific methods are used in such a way that they serve rather than supplant the social concepts back of the institutional policy.

All the women prisoners of the state might well be concentrated in this institution. Even if the hundred or more women prisoners at the Auburn prison were transferred here it would not be a large institution.

More industries are needed. While a large number of women can be given vocational training in the various maintenance details some are better adapted to industrial work. A special industrial building should be provided and industries developed to supply employment for this group and at the same time to give them training that will be of value after discharge.

The chief emphasis in maintaining discipline appears to be put on morale and leadership, rather than on punishment. There is a punishment section which can be used when needed, but when things are going badly in the industries for example, the morale officer talks the situation over with the inmates to find out what the reason may be and clears the situation up if possible without resorting to punishment. It is the duty of this officer to direct all activities which build up morale. This method of handling discipline is important because of its value in developing a proper viewpoint toward accepting common responsibility which should prepare the inmate for release. Incidentally it probably produces better discipline than could be obtained by the older methods. It is in line with the spirit of the institutions whose aim is training rather than repression.

By making the whole program of the reformatory educational in character, the authorities recognize the true function of institutions of this type. Considerable vocational training results from practically every work assignment, since even routine maintenance work has training value for women. The course in home-making,



which each woman must take, is unusually well organized and comprehensive. Academic school work is given to all those who are shown by examination to need it. It is confined too closely to the lower branches, with the addition of civics and a few commercial classes. and might well be expanded to reach the better educated group on a voluntary basis. The schoolrooms are adequate for the present program but should not be in the same building with a machine industry. Academic instruction is properly coordinated with the home-making course.

The library is small but is well patronized, about 70 per cent of the women being regular readers. The organization of reading circles is a noteworthy feature.

While there is no organization of inmates, such as is found in a number of institutions for women, to share in the activities of the inmate community, the same spirit seems to prevail here. There are many opportunities for individual expression and correspondingly less repression. Like a few of the other better institutions for women it is actually working on an institutional policy which combines scientific methods with a fine spirit of human relationship. Some of the women doubtless fail to adjust themselves on release, but at least the state is doing its part here to a degree not yet true in its institutions for men.

## GREAT MEADOW PRISON

COMSTOCK, N. Y.

Visited November 23, 1927.

Great Meadow Prison is located near Comstock, about 70 miles north of Albany. The site was purchased in 1908.

### I. GROUND AND PLANT

Two cell houses comprising the main building form one of the most impressive structures in the penal institutions of the country. The plans call for an administrative building just in front of these which has never been erected; an entrance at the rear of the prison is still used and the administrative offices quartered temporarily in one of the wings. A corridor extends from the center of the cell house to the commissary department. All of the various wings open on this main corridor. For many years there was no wall around the prison, but the wall extending from the corners of the cell houses, which encloses a little over 21 acres, has been completed by prison labor.\*

1. **Housing**—The cell house contains two cell blocks which together have 1168 cells 8 x 10 and 8 feet high. The cells have full-grated fronts. They are equipped with electric light, lavatory and toilet of good quality. This cell house, until the new ones were recently completed at Sing Sing, was the only modern cell house in New York State. The finish of the interior, however, makes the problem of upkeep somewhat difficult.

\*The warden reports the following changes since the prison was visited: A new chair shop is now in operation. The institution has a deputy supt. of industries at \$3500 and a foreman at \$2100, both appointed under Civil Service. A new root cellar has been built to care for the institutional supply of vegetables. An extension has been added to the mess hall so that it will accommodate the entire population at one sitting. Extensive changes have been made in the prison water supply and the dairy barns. A new industrial shop is being completed. All of the new construction work has been done by inmate labor. The state has also made appropriation for a new auditorium or chapel and other needed improvements.



2. **Farm**—About 280 acres are cultivated and some 600 more used for grazing. The soil on the farm is not adapted to the production of the crops most needed by a penal institution.

## II. ADMINISTRATION

1. **Control**—(See General Statement on New York State.)

2. **Warden**—William Hunt was appointed warden in January, 1920. He holds the appointment under Civil Service. He had previously been in correctional work in Erie County for 12 years.

3. **Deputy**—George Seibert was appointed principal keeper in August, 1922. He had been for many years a guard in Auburn Prison.

4. **Guards**—There are 78 guards appointed under Civil Service who work on ten-hour shifts and have every other Saturday afternoon and Sunday off, and two weeks' vacation a year.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$6000	quarters and maintenance
Principal keeper .....	3000	
Guards .....	1600 to 2000	
Doctor .....	3500	
Asst. doctor .....	2400	
Dentist (part time) .....	1000	
Educational director .....	2150	
Chaplain .....	2400	
Chaplain (part time) .....	1000	
Kitchen keeper .....	2100	
Storekeeper .....	2500	
Cook .....	2000	
Farm supt. ....	1512	quarters and maintenance

A pension law provides for pension at half pay after 25 years of service at the option of the Commissioner of Corrections.

## III. PRISONERS

1. **Population**—On November 23, 1927, the date the prison was visited, there were 976 inmates. The following analysis is given of the 538 prisoners received during the year ending June 30, 1928:

**Ages when received:**

Under 20 years .....	30	30 to 39 years .....	145
20 to 24 " .....	101	40 to 49 " .....	51
25 to 29 " .....	151	50 and over .....	60

**Nativity:**

Native born .....	439	Foreign born .....	99
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The foreign born were from the following countries:

Italy 40, Russia 12, and the balance from 17 other countries.

**Race:**

White.....	416	Negro.....	118	Other races.....	4
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**Education:**

Illiterate .....	73	Public school .....	195
Read and write .....	253	High school .....	39
Read only .....	4	College .....	8

**Sentences:**

No. on Indeterminate Sentence .....	311
" " Determinate .....	227

Death sentence: All executions in New York State take place at Sing Sing.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—A member of the staff of the State Hospital for Insane Criminals at Dannemora visits the prison at regular intervals to examine suspected cases and on recommendation of the prison doctor and order of the Commissioner of Corrections such inmates are transferred to the state hospital at Dannemora.

#### IV. DISCIPLINE

1. **Rules and Regulations**—There is no silence system. The state pays for one letter a week, but inmates may write additional letters by paying their own postage. Magazines, books and newspapers may be received direct from the publisher. Smoking is permitted in the cells and on the recreation field. Sunday is designated as visiting day. The location of the prison makes little restriction on the number of visitors necessary. The men are permitted to place weekly orders for foodstuffs of various kinds not exceeding \$3.00 a week.



**2. Punishments**—For lesser offenses loss of privileges for 30 days is commonly used, also "good time" may be taken away and the men confined in their own cells, or to one of the screen cells for periods of from one to ten days. Chronic trouble-makers are quite likely to be transferred to Clinton Prison.

## V. HEALTH

**1. Hospital**—The hospital is located on the second floor of the administration building and has a capacity of 20 beds distributed in three wards of four, four, and 12 beds. The equipment is modern and sufficient for the inmates' needs. Major surgery is done in a modern operating room with adequate equipment. There are no X-ray facilities and inmates must be taken to nearby towns for such examinations. Food is sent in from the general kitchen.

**2. Medical Staff**—A full-time physician is in charge with an assistant. A dentist spends four days monthly in prison work. In addition four inmates are assigned to hospital duty.

**3. Medical Examination and Care**—Great Meadow State Prison is not a prison of original commitment, all inmates having been transferred from one of the other three state prisons. Consequently all prisoners upon admission have had physical examinations and a record of such examinations is sent from the other prisons. Dental and eye service are rendered to each inmate as his condition requires. Tuberculous inmates are transferred to the hospital at Clinton Prison as soon as discovered. Venereal cases are placed under treatment. Over 2300 injections of a mercurial preparation and sulpharsphenamine have been given in treatment of syphilitic cases during the past year. A dentist spends four days monthly at the prison.

**4. Psychological Work**—There are no mental examinations of inmates except as symptoms develop.

**5. Commissary**—The mess hall is large and well lighted and ventilated. The men are seated at tables facing both ways. Meals have been served by waiters but the cafeteria method is being considered. The kitchen and bake shop are thoroughly equipped. A good standard of sanitation is maintained throughout the department.

The diet is varied and supplemented by the products of the prison farm and dairy. Vegetables are served daily and fruits several times weekly. Food is served mess style at one sitting. With the exception of bread, it is rationed.

**6. Baths**—The bathroom, located in one of the wings off the central corridor, contains 59 showers in separate compartments. Baths are required of the general population once a week; of the commissary department, coal gangs, etc., twice a week.

**7. Recreation**—Completion of the new walls makes available a good amount of space for recreation. Baseball, basketball and bocci ball are among the principal sports. The men buy some of the equipment. Baseball games with outside teams are arranged by an inmate manager.

**8. Entertainment**—Movies are shown in the mess hall weekly during the winter months. The galleries of the cell houses are wired for radio, so that those who have ear phones may be connected with the central receiving set; about 700 sets of ear phones are owned by individuals.

## VI. INDUSTRIES

**1. Workshops**—In the new industrial workshop completed three years ago no industry had been installed at the time the prison was visited. The building is modern in every respect and will afford good working conditions.

**2. Character**—Industries in all New York institutions are on the state-use basis.

**3. Employment**—The industrial distribution of the 976 inmates on November 1, 1927, was as follows:

Stone quarry .....	54
Mattress work .....	57
Clearing woods .....	34
Grading .....	178
Construction .....	114
Maintenance .....	375
Farm .....	60
Road camps .....	76
Sick .....	18
Under punishment .....	1
Miscellaneous .....	9



4. **Vocational Training**—The work of constructing the wall and the new industrial building had considerable vocational value, as do some of the maintenance details, but there is no general system of vocational training.

5. **Compensation**—Unless the men are assigned to industries which show a profit the only compensation which the Empire State gives its inmate workmen is 1½ cents a day.

## VII. EDUCATION

1. **Library**—There is a library of 4000 volumes in charge of the chaplain, situated in an easily accessible room in the administration building. There is no appropriation but the library has been well kept up, largely through the gifts of an interested woman and her friends. In one year they have given 2000 books, well selected and in good condition. The state library approves all purchases. Thirty-six copies of current magazines are subscribed for. The circulation of books and magazines is 1000 to 3000 a month. There is no printed catalogue.

2. **School**—The state law requires that all men lacking fifth grade education must attend school one and a half hours a day. There are six standard grades enrolling 160 men. The course of study is approved by the Bureau of Special Schools. School meets from 8.30 to 11.30 A. M. and 1.00 to 4.00 P. M. five and a half days a week for 50 weeks a year. There are three easily accessible standard schoolrooms in the administration building. They seat 25 each. The educational staff consists of a head teacher, who is a trained school man, and five inmate teachers who receive some training in technique from the head teacher. They are paid 1½ cents a day.

About 75 men are taking correspondence courses, for the most part donated by the Welfare League Association. The educational department acts as a clearing house for these courses.

## VIII. RELIGION

1. **Chapel**—A small room at the end of the wing housing the administrative offices is used as a chapel. The chapel, like many other parts of the institution called for in the plans, has not been built.

2. **Chaplains**—There is a full-time and a part-time chaplain.
3. **Services**—Protestant and Catholic services are held weekly, and Jewish services at regular intervals.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The board of parole now consists of the Commissioner of Corrections, a member appointed by him, and the head of the institution. During the year ending June 30, 1928, 394 men were paroled, 121 declared violators and 25 returned for violation. The men make parole reports on arrival at their destination and once each month thereafter; they are paroled both to individuals and organizations.

## XI. Cost

Gross cost for the year ending June 30,	
1928 .....	\$425,751.93
Earnings .....	4,679.96
Net cost .....	421,071.97
Gross per capita cost .....	405.09
Net per capita cost .....	400.64

The net profits of the prison industries do not enter into the maintenance at all; they go into the capital fund from which the Legislature may make appropriations for capital investments in industries, or sums may be appropriated from this fund for plant extension of other state institutions, but never for maintenance.

## COMMENT

The wall around the prison has now been completed, the work being done by prisoners rapidly and economically. Its completion marks the end of an era. The prison can now be properly called



neither an "honor prison" nor a "farm prison." It was never actually either; the honor system in effect here was notoriously insincere and the poor quality of the ground makes a real farm prison impracticable. There is a marked difference between prison farms which are merely adjuncts to standard prisons and farm prisons such as that at London, Ohio, for example. What place Great Meadow will take in the New York prison system is still to be determined. At least it can now be filled to its full capacity. It is to be hoped that the original purpose of this prison will not be entirely abandoned. There is room in the prison system of the state for one prison placing less restriction on its inmates than the others do and trusting more prisoners to work outside the walls.

The plant is not yet completed. There is no administration building and the prison is still entered from the rear. The cell houses are large and impressive; the cells when built were hailed as the last word in cell construction. The upkeep of the institution is better than it was three years ago but it is not up to the highest prison standards.

The large industrial building is now three years old. When the prison was visited it was being used for the storage of vegetables. The industry to be installed has not been decided on although the manufacture of wooden furniture was being considered. It is one of the finest industrial buildings in the prisons of the country and it is a disgrace to the state that it has remained so long idle. If the prison is filled to its capacity, additional shops will be necessary. Great Meadow should profit by the recent experiences of Auburn and Dannemora and secure skilled, experienced supervisors for whatever industries are established.

Idleness and semi-idleness are the rule here and give the prison an atmosphere of almost utter futility. Men are sent to school because there is nothing else for them to do. The discipline is not rigorous. The increased recreation space now makes possible a larger program of outdoor exercise which will in some measure offset the bad effects of idleness.

The administration does not appear to follow departmental lines as closely as other New York prisons. The warden, for example, handles the discipline personally, although in American prison practice this function is usually delegated to the deputy.

The prison is in need of a more extensive educational program, providing vocational as well as academic instruction backed by proper official support and encouragement, and supported by adequate finances.

The prisoners here are marking time to an unusual degree. It cannot be hoped that many will be improved by being sent here under present conditions; that many will deteriorate because of the idleness is certain. Most of the defects of the institution are chargeable to state policy rather than to local officials. One must recognize the obstacles which selfish interests have placed in the way of the development of a real industrial program in all the New York prisons.

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The following statement is made by Warden Hunt in relation to the above Comment :

"With reference to the comments enclosed with your report, I am surprised at your comment on the question of idleness and semi-idleness here in the prison and also your comment that men are sent to school as there is nothing else for them to do. That is not true. They are compelled to go to school for just one reason and that is for the great benefit they will derive from what education it is possible for them to attain while in prison. Only those are compelled to go to school who have not attained up to the 6th grade. I am also surprised at your comment on the discipline and to know that you are not aware that the warden is part of the Commutation Board which handles all court cases. The Commutation Board consists of the Warden, Principal Keeper and Prison Physician here at Great Meadow State Prison. In other New York State prisons the Board comprises the Warden, Principal Keeper, Prison Physician and Superintendent of Industries.

"I must take exception to your entire comment of conditions at Great Meadow State Prison."



## CLINTON PRISON DANNEMORA, NEW YORK

Visited November 25, 1927.

In Clinton county at Dannemora the state owns some 14,000 acres of hilly, wooded land. On this site, about 15 miles west of Plattsburg, Clinton prison is located. The prison was established in 1845. Adjoining it on the east is the hospital for insane criminals.

### I. GROUND AND PLANT

The buildings within the prison walls, varying in type and construction material, date from the original cell house of 1845 down to buildings completed in the last year. The original walls enclosed about seven acres. A wall has been erected in place of the board fence formerly surrounding the recreation field in the rear. The walls now enclose a total of 19 acres.

1. **Housing**—There are three cell houses in which the cells are arranged on four tiers in two blocks and on three in the third. The cells are lighted with electricity but do not have plumbing. In two cell blocks the 658 cells are 7.2" x 4 and 6.8" high. In the original cell house the 540 cells are about the same length and height but about six inches narrower. The sanitary condition of the cell block has been greatly improved by replacing the old, soft, vermin-infested plaster with hard plaster, but with the overcrowding of the prison it is exceedingly difficult to maintain a high standard of sanitation in the cell houses.\*

2. **Farm**—While the state has several thousand acres of land near the prison, very little of it is suitable for farm purposes and only about 20 acres are under cultivation. The dairy makes the principal contribution to the prison dietary.

\* Since the prison was visited, hospital cots with new hair mattresses, sheets and pillow slips have been put into every cell.

## II. ADMINISTRATION

1. **Control**—(See General Statement on New York State.)

2. **Warden**—Harry M. Kaiser is serving his second term as warden. He held the office from August, 1911, to July, 1913, and was appointed again in April, 1920. He had formerly been in the Correctional Department of Erie County.

3. **Deputy**—A. J. Granger was made deputy warden in 1923. He had had experience in both Clinton and Great Meadow prisons.

4. **Guards**—There are 110 guards, including those at the tuberculosis hospital. They work 11 hours in the summer and ten in the winter, and have every other Saturday afternoon and Sunday off and 14 days' vacation a year.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$6000	quarters and maintenance
Deputy .....	3000	and quarters
Chief clerk .....	2200	
Guards .....	1600 to 2000	
Doctor .....	4000	
First asst. doctor .....	2400	quarters and maintenance
Second asst. doctor .....	2200	" " "
Dentist (part time) .....	900	
Oculist (part time) .....	850	
Parole officer .....	2100	
Chaplains .....	1000 to 2400	
Supt. of industry .....	3500	
Shop foremen .....	2000 to 2600	
Steward .....	2200	
Cook .....	2000	
Farm supt. ....	1520	house, fuel and supplies from prison farm

The total number of employees on the payroll is 183.

There is a pension law which provides for pension at half pay after 25 years of service, at the option of the State Commissioner of Corrections.

## III. PRISONERS

1. **Population**—On November 25, 1927, the date the prison was visited, there were 1609 prisoners. The following analysis is given of the 1550 prisoners received during the year ending June 30, 1928:



**Ages when received:**

Under 20 years	102	30 to 39 years	436
20 to 24 "	415	40 to 49 "	126
25 to 29 "	425	50 and over	46

**Nativity:**

Native born	1212	Foreign born	338
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The foreign born were from the following countries:

Austria	19	Italy	139
Canada	22	Poland	13
England	13	Russia	43
Germany	19	23 other countries	70

**Race:**

White	1294	Negro	240	Others	16
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**Education:**

Illiterate	121	High school	52
Grammar school	1287	College	9
Read and write	81		

**Sentences:**

No. on Indeterminate Sentence	831
" " Determinate	719
Under 5 years	288
Bet. 5 and 10 years	699
" 11 and 20	236
" 21 and 30	62
" 31 and 40	34
Over 40	5
Life	82
From 20 to life to 70 to life	144

Death Sentence: All executions in the state take place at Sing Sing.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—The staff of the State Hospital for Insane Criminals is called upon to make needed examinations. On order of the Commissioner of Corrections and recommendation of the head doctor insane inmates may be transferred to the Dannemora Hospital which adjoins the prison on the east.

**IV. DISCIPLINE**

1. **Rules and Regulations**—This institution is the disciplinary prison of the state. The location of the prison appears to be almost

as much of a factor in making it the disciplinary prison as the present régime. While the routine is somewhat more strict than that of some of the other prisons and the privileges fewer, the difference between it and the other prisons does not appear so marked today as it has in years gone by.

The state pays for the postage on one letter a week and the men may write additional letters by paying their own postage. Magazines, newspapers and books may be received only from publishers. Smoking is permitted in the cells, on the recreation field and in line for ten minutes after meals before going into the workshops. Visits are not permitted regularly on Saturdays and Sundays, but the location of the prison is such that there is little need of severe restrictions on the number or length of visits. As the visits are fewer in number more time is allowed than in many institutions. The men are permitted to place monthly orders for groceries not exceeding \$6.00, though additional sums may be spent for tobacco.

**2. Punishments**—Loss of recreation privileges and of "good time" is used for lesser offenses. Men are sometimes locked in their own cells, or in the screen cells for a given period. The punishment cells under the hospital building are also used; as these are open at both ends the ventilation is better than in many prison cells.

There is an isolation cell house which is used for permanent isolation. This is a one-story building back of the prison proper. It contains 26 cells, each of which is provided with a small exercise court. Each cell has a toilet, lavatory and radiator. The meals are brought from the main kitchen. Men confined here have not until recently been allowed tobacco or recreation and could not receive or send mail. They are now allowed library and mail privileges and a number are taking correspondence courses.

## V. HEALTH

**1. Hospital**—The hospital is located on the second floor and has a capacity of 80 beds. It is well equipped, with a modern operating room, complete X-ray equipment with fluoroscope, a laboratory for usual clinical tests and examinations, and a diet kitchen serving inmates and attendants. Additional equipment includes a quartz lamp and diathermy apparatus.



**2. Medical Staff**—The chief surgeon is in charge of the hospital work. While on a full-time basis, he has some outside private practice. There is a full-time assistant physician and a part-time dentist and oculist. A civilian registered pharmacist is in charge of the drug room and 11 inmates are assigned to hospital duty.

**3. Medical Examination and Care**—On admission each inmate is given a physical examination which is repeated before he is paroled or released. Wassermann tests are made and all prisoners are vaccinated upon arrival. Suspicious cases only are quarantined. A dentist spends three days weekly in prison work and an oculist three or four days monthly.

Adjoining the prison, but outside the wall, is a hospital for tuberculous prisoners. It has a capacity of approximately 175 patients. Tuberculous prisoners are sent here from all the state prisons. A wire-enclosed exercise yard is provided for the patients and ample porch space for bedridden cases. The hospital kitchen provides all the food for inmates, their diet being supplemented by fresh meats, eggs, and butter. Some long-term inmates, not considered safe to be placed in the special hospital, are kept in the prison and assigned to large, airy quarters on an upper floor of the administration building.

Venereal cases are placed under treatment. A majority of the drug addicts of the state are sent to this prison.

**4. Psychological Work**—Mental examinations are given only on the development of symptoms.

**5. Commissary**—The men are seated in the mess hall at tables all facing one way. It was almost impossible to keep the old wooden tables free from food odors, but these were to be replaced by new tables. The remodeled and newly equipped kitchen is quite satisfactory. The bakery is perhaps not quite so well equipped, but as a whole the commissary department is well lighted and ventilated, and a much higher standard of sanitation is possible today than a few years ago.

The diet is sufficiently varied to prevent monotony and is augmented by the products of the prison farm and dairy. Vegetables are served daily and fruit two or three times weekly. Meals are served mess style and inmates may have second helpings from any

amount left over. Meals are served in two sittings. Outside food is permitted and considerable quantities are obtained.

**6. Baths**—The bath house, with a sufficient number of showers, occupies a wing opening into the west hall. There is one regular bath period weekly; men assigned to the commissary have two periods a week.

**7. Recreation**—During the summer the men are given 1½ hours' daily recreation in the yard and Saturday and Sunday afternoons; on Sunday and holiday afternoons a period of four hours. Baseball is the principal sport but bocci ball and other games are used.\* The institution has no recreation hall for winter use.

**8. Entertainment**—In the winter two moving pictures are shown a week and occasionally the inmates put on a vaudeville show.

## VI. INDUSTRIES

**1. Workshops**—The new concrete cotton shop just completed is modern in every respect, and some of the smaller shops afford good working conditions. The dye shop, one of the worst in the prison, or in any prison in the country, is to be replaced by a new shop better adapted to this purpose.

**2. Character**—The state-use system obtains in the industries of the state prisons of New York.

**3. Employment**—On November 5, 1927, the industrial distribution of the 1600 inmates was as follows:

Shirt shop .....	76	School and band .....	49
Wood and lumber mill .....	39	In isolation .....	18
Dye shop .....	13	Sick .....	162
Weaving .....	251	Idle on doctor's orders .....	332
Cotton shop .....	119	At court .....	3
Power and maintenance .....	103	Maintenance .....	308
New construction .....	127		

**4. Vocational Training**—The new construction work and a few of the maintenance details offer some opportunity for vocational work; but the majority of the industries give very little.

**5. Compensation**—The men on the industrial payroll no longer receive the 1½ cents a day which New York has for so long paid its

\* Since the completion of the new wall, 20 handball courts have been constructed.



imprisoned workmen, but are given three to 20 cents a day in the various industries. This pay is based on a theoretical profit of the industry. In the cotton shop the lowest pay has been five cents, and some have received eight and ten cents. Garage men receive from 11 to 12 cents. In the weave shop the majority of men make six to eight cents a day. Men in the power house are paid from ten to 20 cents a day, and in the industrial offices from five to 20 cents a day, the average being probably seven or eight cents. Men not detailed directly or indirectly to the industries are still paid the 1½ cents a day.

## VII. EDUCATION

**1. Library**—The library, in charge of the chaplain, is located in the administration building. There are 7000 volumes in fair condition. The circulation is reported as 4000 a month. There is no printed catalogue and no regular appropriation. New books must be approved by the state library before purchase. In the tuberculosis hospital there is a smaller collection of books sent from the prison. They are in very bad condition for the most part.

**2. School**—The state law requires one and a half hours per day of schooling for all inmates not having a fifth grade education. The course of study is approved by the Bureau of Special Schools. There are six standard grades enrolling 126; 16 are taking book-keeping or stenography. Of those enrolled 15 attend one period a day, 98 two periods and 29 three periods. The school meets from 7.45 to 10.45 A. M. and from 1.00 to 3.30 P. M. five days a week for 11 months of the year. Six standard schoolrooms, seating about 20 each, are in a rather remote section of the yard. There is a trained civilian head teacher and ten inmate teachers. The latter are paid one and one-half cents a day. A weekly training class for teachers is held. Examinations of the New York Board of Regents are given to pupils. In 1927 a large percentage passed successfully.

Correspondence courses are supplied by the Welfare League Association to 27 men. Three men at the tuberculosis hospital are receiving special instruction from the head teacher. A few men are taking other correspondence and university extension courses.

## VIII. RELIGION

1. **Chapel**—The room above the mess hall, serving as a general assembly room and chapel, is well lighted and ventilated. While not unsatisfactory as an assembly room it has little suggestion of a chapel.

2. **Chaplains**—The prison has the services of a resident full-time chaplain and two part-time chaplains.

3. **Services**—Protestant and Catholic services are held weekly, Jewish services once a month.

4. **Other Agencies**—Christian Science services are conducted weekly.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The Commissioner of Corrections, the warden and a full-time employee of the state appointed by the Commissioner of Corrections constitute the parole authority. During the year ending June 30, 1928, 316 were paroled and 55 declared violators.

## XI. Cost

Gross cost for the year ending 6/20/28 . . . . . \$323,814.65

Industrial earnings . . . . . 313,842.00

The net profits of the prison industries do not enter into the maintenance at all; they go into the capital fund from which the legislature may make appropriations for capital investments in industries or sums may be appropriated from this fund for plant extension of other state institutions, but never for maintenance.

## COMMENT

The most significant development in this institution in the last few years has been in its industries. The completion, with inmate



labor, of a large industrial building, the installation of new machinery of a modern type, and the employment of competent and experienced foremen are the major factors in this development. This building supplies good working conditions and the foremen give the type of leadership that is necessary to make the work of any group of men effective. The same methods of keeping production records that have proved valuable in outside shops have stimulated production here. Care has been used to prevent the use of raw material which is not up to specifications, a condition that does not always obtain in prison industry. The resultant increase in production and the improved quality of the work indicate that the unsatisfactory industrial situation in many of our institutions is not due to inefficiency of inmate labor as much as to bad administrative organization.

The old dye house provides as bad working conditions as any prison workshop in the country. A new shop is urgently needed.

The industrial development, however, has not yet provided employment to the men available, and there is still a considerable number of idle men. This condition adds to the administrative problem of the officials and is demoralizing to the men.

The plant as a whole continues to show improvement. The installation of new tables in the mess hall completes, with a few exceptions, the renovation of the commissary department.

The wall around the recreation field should make possible a larger use of outdoor recreation, especially for the men not assigned to industries. These need it the more because of their enforced idleness.

The educational work, as in the other New York prisons, conforms to the meager requirements of the state law and the limited plan laid down by the Bureau of Special Schools. Considerable initiative has been displayed, however, in extending this program. A significant feature is the giving of the examinations of the New York Board of Regents to men in the school. In 1927 these were given to 130 pupils, of whom 118 passed. Correspondence courses are made available by the Welfare League Association. It is unfortunate that the schoolrooms, on account of their location are not available in the evening. There is very little vocational education.

The program as a whole, because of state policy rather than limitations of the school head, is unworthy of a state as advanced as New York.

The library has no regular appropriation but a good collection of books has been obtained, largely by gift. The library in the tuberculosis section is poor and appears neglected.

The hospital facilities are adequate for the work that is done. The tuberculosis hospital is a commendable institution and, owing to its favorable location and equipment, should be utilized for all tuberculous inmates.

With the staff of the mental hospital so conveniently adjacent, it should be possible to develop a plan for the mental examination of all men committed to this prison.

Although this is the disciplinary prison of the state, the discipline today does not appear to be especially rigorous or repressive.\* The routine is more monotonous than in some of the other institutions, and because of the fact that known drug addicts are sent here from the other prisons some rules are more strictly enforced. In general, however, men appear to dislike being transferred to this institution more because of its location than for any other reason.

At the present the prison is seriously overcrowded and the idleness is equally serious. These conditions can be partially counteracted by the full development of wholesome recreation and educational activities. This should be done not only for the sake of the idle men but for the benefit of the whole population. The wall around the recreation field should make a larger amount of outdoor exercise possible.

This prison is known as the "Siberia" of the New York prison system largely because of its isolation. Transfer to Clinton is viewed as added punishment by prisoners. With the exceptions noted, however, its discipline differs little from that of the other state prisons. The popular idea, fostered by the newspapers, that it is particularly "hard-boiled," does not appear to be well founded.

(See comment on prison outbreaks of July, 1929, in General Statement on New York State.)

\* The comment on discipline refers to conditions obtaining at the date of the visit. Repeated reports in the last few months of a fundamental change in the spirit and methods of discipline are extremely disturbing.



## NEW YORK STATE REFORMATORY

ELMIRA, N. Y.

Visited November 30, 1927.

The institution was begun in 1876. It is historically important because it is the first of its kind established in the country. It receives first offenders from 16 to 30 years of age, all on indefinite sentences.

### I. GROUND AND PLANT

The institution is situated on a hill originally about a mile outside of the city, but the town has now grown nearly to the institution. The administration building, with the superintendent's residence attached, is built in front of the institution and joined by a corridor to the central guard room, through which access is had to the prison. A wall separates most of the institutional buildings from that portion of the enclosure containing the trades schools and the industrial section. The 23 acres within the walls are pretty well occupied with buildings except for the drill ground in the center. A wire fence has been built around an eight-acre plot in the rear of the institution for a recreation ground.

1. **Housing**—There are eight regular cell blocks containing from 136 to 256 cells arranged on four tiers. One of these cell blocks containing 72 cells, is used as a guard house. The cells in the different cell blocks vary in size and equipment; some have the advantage of an excellent quality of plumbing, others a fair quality, and still others have no plumbing. Most of the beds are iron cots, though some strap-iron beds are used. The beds are equipped with a mattress, cover, blankets, sheets and pillowcase. Night clothes are provided. Most of the cells have a chair, small table and locker. In some of the cell houses the maintenance of proper sanitary standards is difficult, but as a whole they are well cared for.

2. **Farm**—The state-owned land at Elmira comprises about 400 acres, a considerable portion of which is cultivated as an institutional

farm. The dairy and garden crops make a substantial contribution to the prison dietary.

## II. ADMINISTRATION

**1. Control**—In a recent reorganization of the penal institutions of the state this institution was included among those for which the Commissioner of Corrections is responsible. (See section on Control in General Statement on New York State.)

**2. Superintendent**—Dr. Frank L. Christian was appointed superintendent in 1917. He had had previous institutional experience at Napanoch; he came to the Elmira Reformatory in 1901 as physician and in 1910 was appointed assistant superintendent.

**3. Deputy**—The assistant superintendent, Ivan T. Smith, was appointed to this position in 1920. He had been in the service of the institution since 1908 as school superintendent and chief clerk.

**4. Guards**—There are 57 guards and seven chief guards. The guards work on shifts of varying length which average about nine hours a day. They are allowed two weeks' vacation a year. Quarters are provided for 22 single guards and an officers' mess is open to all employees, food being furnished practically at cost.

**5. Salaries and Pensions**—The salaries paid are as follows :

Superintendent .....	\$6000	quarters and maintenance
Asst. supt. ....	2500	" " " "
Chief clerk .....	2280	plus 384 for maintenance
Chief guards .....	2000	
Guards .....	1600 to 2000	
Doctor .....	2100	quarters and maintenance
Assistant doctor .....	1800	plus 384
Dentist (part time) .....	360	
Visiting oculist .....	Fee basis	
Chief parole officer .....	2000	plus 384
Parole agents .....	1300	plus 288 to 1600 plus 384
Supt. of school .....	2100	plus 384
Supt. of trade schools .....	2100	plus 288
Physical director .....	2000	
Military instructor .....	2000	plus 384
Instructors .....	1600 to 2000	
Chaplain .....	1500	plus 384
Hospital steward .....	2000	
Steward .....	2000	



Kitchen keeper .....	2100 plus 384
Chef .....	1320 plus 384
Transfer agent .....	1600 plus 384
Censor .....	1600 plus 384
Bertillon man .....	1600 plus 384
Farmers .....	1600 to 2000

The total number of employees on the payroll is 147.

The law provides for a pension at half pay after 25 years of service, such pensions being granted upon recommendation of the Board of Visitors and the approval of the Commissioner of Corrections.

### III. PRISONERS

1. **Population**—On November 30, 1927, when the institution was visited, there were 1211 inmates. The following analysis is given of the 666 prisoners received during the year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	346	25 to 29 years .....	62
20 to 24 " .....	253	30 to 39 " .....	5

#### Nativity:

Native born .....	601	Foreign born .....	65
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#### Race:

White.....	600	Negro.....	65	Other races.....	1
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#### Education:

Illiterate .....	4	High school (not graduates).....	87
Public school and under .....	571	College (not graduates).....	4

**Sentences:** Each individual directly committed to the reformatory by the court receives a definite sentence, the time of his release to be determined by his progress in demeanor, school and trade.

2. **Classification**—The superintendent, assistant superintendent, record clerk, disciplinary officer, psychiatrist and the chaplains act as a classification board to determine by observation and knowledge of the individual not only the best method of institutional treatment for him but a basis for parole consideration. It deter-

mines the advance or demotion in grades of the individuals around which the disciplinary system is built.

Inmates enter in the second grade and may be advanced to first grade after six months' perfect conduct. More than half the population at the time the prison was visited was in the first grade.

**3. Insane**—On recommendation of the prison doctor and on order of the Superintendent of Corrections insane prisoners are transferred to the hospital at Dannemora.

#### IV. DISCIPLINE

**1. Rules and Regulations**—A book of rules, instructions and institutional routine of 39 pages is supplied each inmate. The rules do not provide for the silence system. Inmates may receive mail from relatives and write two letters a month to relatives or, if married, two weekly letters to their wives. Magazines and books may be received direct from the publishers and newspapers are now permitted. Smoking is not allowed. One visit in two months is the rule. No commissary orders are handled but packages containing sweaters, shirts, etc, may be sent to inmates. Infractions of rules and disciplinary cases are dealt with by a disciplinary officer.

**2. Punishments**—Punishments consist primarily in loss of "good time", which means postponement of parole. For other offenses men may be confined for considerable periods of time in the guard house, as the small cell house of 72 cells is called. These cells are also used for segregation purposes. The average period is 34 hours. Bed, blankets and full diet are given, and exercise in the yard for two hours each day. The men are visited daily by the psychiatrist and physician. There is one ward in the hospital for disciplinary cases.

#### V. HEALTH

**1. Hospital**—The hospital occupies four floors in the south block and has a capacity of 102 beds distributed in four wards of 30, 25, 25, and 20 beds each and two rooms of one bed each. An operating room for major surgery is available. Only urinalyses are done in the laboratory, all other such work being sent to the State



Health Department. There is no X-ray equipment. A diet kitchen supplies food for the patients and attendants.

**2. Medical Staff**—A full-time physician, who is also a psychiatrist, is in charge. He has a part-time assistant. Two local surgeons do the major surgery. A full-time dentist and oculist, a guard trained to make psychometric measurements, and 13 inmates complete the personnel.

**3. Medical Examination and Care**—Each new inmate is given a physical examination, Wassermann tests are made, and throat cultures taken. Vision is tested and a dental examination is made. The inmate is again examined when up for parole or release. The dentist devotes all his time to prison work and an oculist visits the institution approximately one day each month.

Tuberculosis is treated in the hospital and patients are given a supplementary diet of eggs and milk. Venereal cases, except those who refuse, are placed under treatment.

**4. Psychological Work**—An intelligence test is given to each new inmate and he is also given a psychiatric examination. The results of these tests are used in determining the inmate's work. Mentally defective cases are transferred to the Institution for Defective Delinquents at Napanoch, N. Y.

**5. Commissary**—The men are seated in the mess hall on chairs on all four sides of white enameled tables. The mess hall is well lighted and ventilated and more pleasant than the average institutional mess hall. The equipment in the kitchen is satisfactory, though the construction of the room does not provide for as good lighting and ventilation as the buildings of more modern construction. A good standard of sanitation is maintained throughout the department.

The diet is varied, but high in starches. Food is not rationed. Surplus produce from the vegetable garden is canned for use during the winter. Milk is supplied by the institution dairy.

**6. Baths**—The bath house has 96 shower baths. One bath a week is given to the general population, additional baths to men engaged on such details as the commissary, foundry, etc, which necessitate daily baths.

**7. Recreation**—A fenced field in the rear of the prison is used as a recreation field. Baseball, quoits and field sports are the principal activities. Saturday afternoons and holidays are the periods for using the recreation field. The institution has a large gymnasium in which a varied program of medicine ball, basketball, wrestling and boxing is conducted. Part of the daily periods spent here are used for setting-up drills and the rest of the time for games. Athletic supplies are purchased by the state, but the inmates buy their uniforms. The institutional team plays in basketball and baseball leagues of the city.

**8. Entertainment**—One or two movies are shown weekly. Weekly lectures are given, and the inmates stage entertainments from time to time.

## VI. INDUSTRIES

**1. Workshops**—The workshops, while built at different periods, as a whole afford good working conditions. They are grouped largely on one side of the enclosure which is cut off from the institutional part of the prison by a wall.

**2. Character**—The industries in the institutions of New York State are on the state-use basis. Most of the shops at Elmira are run for instruction purposes rather than production.

**3. Employment**—The industrial distribution of the 1211 inmates on November 30, 1927, was as follows:

Maintenance details .....	269	Printer class .....	40
Maintenance shops .....	164	Plumber " .....	35
Farm, gardens, etc. ....	64	Photo " .....	10
Gymnasium P. C. ....	31	Shoemaker " .....	24
Bookbinder class .....	23	Steamfitter " .....	24
Bricklayer " .....	40	Tailor " .....	12
Cabinet maker " .....	25	Tinsmith " .....	24
Carpenter .....	44	Upholsterer " .....	23
Horse shoer class .....	27	Special gangs .....	96
House painter " .....	20	Sick .....	37
Iron forger " .....	19	Miscellaneous .....	22
Machinist " .....	34	Special training class .....	25
Moulder " .....	40	School office .....	16
Music " .....	3	Trade .....	10
Plasterer " .....	10		



4. **Vocational Training**—The various shops are not conducted as industries; in most of them there is no production for sale. They are conducted for the purpose of vocational training.

5. **Compensation**—The inmates receive no financial compensation for their work.

## VII. EDUCATION

1. **Library**—The library, of about 7000 volumes, is superior to many other reformatory libraries in the technical branches. There is no regular appropriation; \$500 a year is used from general maintenance funds. About \$150 a year is spent on magazines, both technical and standard. The library is in charge of the director of education. It is in an easily accessible room, but few prisoners are given access to it. The circulation figures are misleading: one work of fiction and one of non-fiction are issued to each inmate weekly, whether he wishes it or not. There are no individual catalogues and no supervision of selection or of reading. The state library approves all purchases but exercises no other form of supervision.

2. **School**—There is a compulsory school of eight grades and two additional grades offering a few higher branches, the latter being taught by civilians. Satisfactory school work has its influence in earning parole and is considered a vital part of the program. All the inmates, except those who have graduated or are assigned to institutional work, attend the school-in-letters from 10.15 to 11.35 A. M. six days a week and 49 weeks a year. Prisoners average about 17 months in the institution. Part of the remaining morning hours are taken up with calisthenics, gymnasium work, and military drill. The course of study in general follows that of outside schools but it is not related to the State Bureau of Special Schools or any other state agency. There are 31 schoolrooms, four of which seat 160 and the others 80 each. The rooms appear adequate in some respects but are not sufficiently well lighted. Printed pamphlets and leaflets are used to a greater degree than text-books. There is a director of education, who is paid \$2484 a year; the physical instructor teaches some academic subjects, and lectures are given by the two chaplains and the vice-president of the Elmira College for Women. There are

26 inmate teachers, who are unpaid but some of whom receive special privileges. Guards are stationed in the schoolrooms. A normal course for inmate teachers meets twice a week.

In the afternoon those inmates who have not been assigned to what are called the "state mechanical details" (maintenance details) attend the trades school. The trades school is in charge of a competent engineer of long experience, but he loses control of the men when they are assigned to maintenance details and has no opportunity to correlate their work with the theoretical instruction. He gives as much vocational guidance as possible. He has a sufficiently large staff of trades instructors but the fitness of some of them for the work is questionable. The trades taught are printer and binder, machinist, woodworker, tinsmith, mason, foundry, upholsterer, tailor, plumber, blacksmith, letterer, sign painter, and house painter. Various other trades have been taught in the history of the institution. The printing and binding, if more state work were supplied, would be an especially good industry. The trades school has large rooms and fairly good equipment. The construction of new buildings by inmates has been utilized for trades instruction. All the trades school inmates have two hours a week instruction in mechanical drawing, given by the director. In most of the classes insufficient emphasis is put on developing speed as well as quality and some of the exercises appear to be merely "busy work."

Only four of the 1200 inmates are taking correspondence courses, which are presented to them by outside agencies or paid for by the inmates taking them. The physical education program is not considered a part of the school program, nor are the band and orchestra, which are under civilian instructors.

### VIII. RELIGION

1. **Chapel**—The auditorium, used also as a chapel, seats about 1700. It is well lighted and ventilated and satisfactory as an auditorium.

2. **Chaplains**—There are two full-time chaplains and one on part time.

3. **Services**—Catholic and Protestant services are conducted weekly; Jewish services twice a week.



## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The members of the classification board (see section on Classification) submit reports in regard to each inmate, on the basis of which the superintendent recommends the minimum number of good months which, under the institutional standard, each inmate shall be required to earn before he is entitled to parole. Men are paroled under the supervision of state parole agents, justices of the peace and chiefs of police, as well as to welfare organizations. During the year ending June 30, 1928, 725 men were paroled, and 96 declared violators and returned to the institution. Inmates make parole reports monthly by letter.

## XI. Cost

Gross cost for the period ending 6/30/28.	\$496,159.34
Earnings .....	32,310.04
Net cost .....	463,849.30
Surplus .....	217.66
Gross per capita cost .....	406.73
Net daily per capita cost .....	1.038

## COMMENT

There is no reformatory in the country which has more historical significance than Elmira, because of its age, and the attention which its early program attracted both in America and Europe. When reformatories were first established, to keep from prison the younger men and less hardened offenders, high hopes were held for their success and extravagant claims of accomplishment were often made. It was only when large numbers of reformatory graduates began to appear in the prisons that these claims were questioned. Today it is acknowledged that the reformatory problem is in many ways as

difficult as that of the prison; that the youthfulness of the inmates has its disadvantages as well as its advantages; that the young offender is often unstable and that he is inclined to be indifferent toward efforts designed to benefit him when they are part of the routine of an institution in which he finds himself by compulsion.

The history of Elmira raises the question, significant for every state, of how successful a reformatory program is likely to be which stresses regimentation, even though the routine is in worthwhile pursuits. At Elmira, as in many other American reformatories, the inmates are walking a chalk-line as surely as though they were in a prison. The chalk-line is broader than in some prisons, and it leads along more interesting paths: academic instruction, trade school, gymnasium work, etc. It is nevertheless the chalk-line of routine with all the old-time stress on regimentation, which so easily becomes stereotyped and futile and which is doubly monotonous for the young.

The plant is ill suited in many respects to the needs of a reformatory; in others it is well suited. It is at the same time impressive and oppressive; the living quarters are particularly prison-like. The buildings, however, supply sufficient room for every department and the large inner yard with its concrete paving can be used throughout the winter months. The armory and the gymnasium provide additional space for exercise during the winter months. The trade schools have more space than those of any other reformatory and excellent new buildings have recently been erected with inmate labor, to replace buildings which were unsuited for further use by the trade schools.

While the capacity of the hospital is sufficient to meet the ordinary needs of the population, it is lacking in special equipment such as X-ray apparatus and laboratory facilities. The treatment for venereal disease is refused by some inmates and raises the question of how far the medical staff may properly go in giving such treatments to convicted persons. This treatment should certainly be given to all who need it before they are considered for parole.

The main feature of the program is the educational work, consisting of both academic and trade schools. Theoretically each inmate divides his day between the two, but many are excused from the academic school and about half the inmates are employed in



institutional work instead of attending the trade schools. The academic school appears to fall little short of complete ineffectiveness. Too large a proportion of the inmates are compelled to attend a school poorly adjusted to their needs and interests. Most of the teachers are untrained inmates who are incapable of teaching classes composed of apathetic and backward students attending school under compulsion. Bored, sleepy-looking guards sit on high stools in the classrooms and complete the dismal picture of futility. The academic instruction will probably never be successful until it is limited to those who can really profit by it, is related to what the inmate considers the practical interests of his life, is given the expert direction which it now lacks, and is presided over by qualified teachers such as are found in the reformatories of Connecticut, New Jersey and Pennsylvania, for example.

The trade instruction is more successful than the academic, but much of it impresses one as being also comparatively futile. It is given expert direction by one of the most experienced men in the field of penal education. The school shops are large and well equipped for the teaching of a number of trades, and the classes are taught by civilians or officers. It seems certain, however, that the attempt is being made to teach skilled trades to too many men. For many inmates, even those capable of learning trades, the trade school is apparently just another part of the routine. It is sound educational policy that, wherever possible, instruction should be given under conditions of actual production. It is significant that Elmira inmates who had been listless in the bricklayers' school showed great interest when employed in the construction of a new building. It is a weakness of the organization here that the maintenance details, which furnish opportunity for employment in the skilled trades, do not come under the trade school department, which loses control of men when they are assigned to these details and begin to put to practical use what they have learned in the school.

The chief needs of the reformatory appear to be a reduction of the compulsory school program and the establishment of a good industry to employ several hundred men. Many men would benefit more by being assigned to such an industry, where they could learn how to do a full day's work at the pace of outside industry and under

similar conditions, than by continuance in academic schools or trade schools. An educational program really adapted to the needs of the remainder could then be instituted with greater hope of success. As Auburn does not meet the potential market, the manufacture of school furniture has been suggested as an industry for Elmira; as the foundry and woodwork shops already there could be used.

The value of military drill in reformatories is being generally questioned today. A dress parade of the type held here may be made effective in developing morale. The value of drill necessary to stage such a parade is of doubtful value. It cannot properly be claimed that military drill has any effect in strengthening character or in bringing about true discipline. Whatever physical benefits it has can be obtained by competitive athletics, as they are in schools and colleges.

If Elmira is to assume in the future the importance in the penal field that it has had in the past it is probable that it must make a more complete break with old concepts. Some of the reformatories of the Middle West, notably that of Kansas, have broken away from the Elmira tradition, and in the East there are a number of reformatories in which the emphasis on routine has been greatly reduced. Industries to supplement the school work and to occupy the time of many who clog a school system but are able to benefit little by it, less dependence on mere routine as a character-building method and the establishment of some type of inmate organization to give inmates a share in the community activities and an interest in and responsibility for the common welfare are changes which would increase the effectiveness of this institution.



## INSTITUTION FOR DEFECTIVE DELINQUENTS NAPANOCH, N. Y.

Visited April 23, 1928.

The institution was built in 1895 as a prison but was turned over to the reformatory department, a branch of Elmira. In June, 1921, it was made the institution for defective delinquents, receiving prisoners by commitments from the court or by transfer from other correctional institutions of the state. The institution is now designed to handle male defective delinquents 16 years of age and over, charged for, arraigned for, or convicted of crime. The authorities may parole an inmate at the expiration of the minimum sentence originally given him, though it does not usually consider any man for parole before the end of a year, and it may hold him indefinitely.

Inmates committed directly by the court are on an absolutely indeterminate basis, no minimum or maximum sentence being prescribed. Inmates transferred from other institutions may not be released prior to the expiration of the sentence fixed by the court when they were sent to the institution of original jurisdiction. The latter inmate, if unsuitable for release upon the expiration of his maximum sentence, is recommitted on an indeterminate basis. In any event no inmate is granted release on parole until one year has elapsed following the date of his reception.

### I. GROUND AND PLANT

The administration building is in front, and the guard room and cell house are on either side. In the rear the commissary department, hospital and industrial buildings are separate and distributed over the space within the walls which enclose about 22 acres.

**1. Housing**—In the two cell houses the cells are arranged on four tiers; in one 224 and in the other 272 cells. All the cells are a good size and equipped with a good quality of plumbing. The spring

beds are equipped with mattress, blankets, sheets and pillowcase. Night clothes are provided. Most of the cells have a table and chair.

In addition to the cells, about 176 men are cared for in dormitories in sections of the hospital. In both cell blocks and dormitories a high standard of sanitation is maintained.

**2. Farm**—The state owns 350 acres, including a watershed, and a farm of 148 acres. It also rents a farm of 175 acres which it works on shares.

## II. ADMINISTRATION

**1. Control**—(See section on Control under General Statement on New York State).

**2. Supt.**—Dr. W. N. Thayer, Jr., was appointed superintendent in 1920, for an indefinite term. He had been at the institution as physician since 1913 and had previous experience at Clinton Prison, New York, and the Connecticut State Prison, a total of 26 years of institutional work.

**3. First Asst. Physician**—Dr. P. B. Battey is the second officer in rank in the institution. Dr. Battey was for eight years physician at the Connecticut State Prison and had had experience in state hospitals, two years of army service and private practice.

**4. Asst. Supt.**—Capt. John L. Hoffman, O.R.C. was appointed in 1923, under Civil Service, for an indefinite term of office. He has had many years' experience in this institution.

**5. Guards**—In addition to the three chief guards there are 49 guards who work on schedule of ten to 12 hours a day, with three days off a month and two weeks' vacation.

**6. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$6000	quarters and maintenance
First asst. physician and psychiatrist .....	3300	" " "
Asst. supt. ....	2700	" " "
Chief clerk .....	2300	plus 384, allowance on maintenance
Guards .....	1600 to 2000	
Doctor .....	2300	
Dentist .....	Fee basis	
Oculist .....	Fee basis	
Trained nurse .....	1800	
Parole officer .....	1800 and 384	allowance on maintenance



Educational director .....	1700
Instructors .....	1600 to 2000
Chaplains (part time) .....	600
Supt. of industries .....	2000
Cooks .....	1080 to 1200 and 384 allowance on maintenance
Farm colony heads .....	600 to 900 quarters and maintenance
Farm supt. ....	2000

The total number of employees on the payroll is 121.

The pension law provides for pension at half pay after 35 years of service, at the option of the State Commissioner of Corrections.

### III. PRISONERS

1. **Population**—On April 23, 1928, the date the prison was visited, there were 666 inmates. The following analysis is given of the 240 inmates received during the year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	97	30 to 39 years .....	25
20 to 24 " .....	74	40 to 49 " .....	12
25 to 29 " .....	23	50 and over .....	9

#### Nativity:

Native born .....	198	Foreign born .....	42
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The foreign born were from 12 countries.

#### Race:

White.....	209	Negro.....	30	Other races.....	1
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#### Education:

Illiterate .....	31
Read and write .....	103
Public school .....	106

**Sentences:** The authorities are empowered to hold indefinitely inmates under sentence, or those transferred to the institution from other penal institutions of the state, or to parole them on the expiration of their minimum sentence. (See opening paragraphs of report.)

2. **Classification**—The institution is a part of a state classification system. It does not, therefore, require the classification system used by institutions which handle all types of prisoners.

**3. Insane**—Insane inmates under sentence may, on order of the Commissioner of Corrections be transferred to the state hospital for insane criminals at Dannemora. Inmates committed but not under sentence may be transferred to a civil hospital on court order or returned to the committing court for a proper allocation.

#### IV. DISCIPLINE

**1. Rules and Regulations**—A specialized institution of this sort is hardly comparable to that of the usual prison, though some of the rules are quite similar. For infractions of discipline loss of privileges is used, and infractions lessen the likelihood of the inmate being considered as a parole possibility.

#### V. HEALTH

**1. Hospital**—The hospital is housed in a separate building and has a bed capacity of 43. There is one ward of 25 beds, one of six beds, and six rooms of two beds each. The hospital is well equipped and furnished. An operating room is fitted for major surgery. There is complete X-ray equipment with fluoroscope, a diet kitchen serving the patients, and a laboratory in which only urinalyses are done at the present time.

**2. Medical Staff**—A part-time physician, who also does the major surgery, is in charge. A dentist spends one day a month at the institution. One registered nurse and two others have charge of the patients.\*

**3. Medical Examination and Care**—On admission each inmate is given a physical examination and vaccination for smallpox, and a Wassermann test is taken. The teeth and eyes are also examined. The dentist spends one day monthly, or more if needed, at the institution. A visiting optometrist tests the vision. Tuberculous inmates are hospitalized and given a special diet of eggs and milk. Venereal cases are placed under treatment.

**4. Psychological Work**—As all inmates have been committed because of mental deficiency, a full-time psychiatrist and a psychol-

\* A senior asst. physician in charge of medical service has been secured, also a visiting radiologist.



ogist give each inmate a mental examination. The results of these examinations are used in determining the institutional life of the inmate. As his release depends upon his mental condition, frequent reexaminations are made during his stay.

**5. Commissary**—In the mess hall the men are seated on benches on all four sides of the tables. The mess hall is well lighted and ventilated, and generally satisfactory. The kitchen equipment is good, but defective construction adds materially to the problem of upkeep. The sanitary condition of the commissary department as a whole is good.

The dietary is varied, but somewhat short on vegetables. The institution has a vegetable garden and dairy. Food is not rationed. Steam kettles only are available for the preparation of food.

**6. Baths**—There are 75 showers in the bath house. One bath a week is given to the general population in the winter and two in the summer.

**7. Recreation**—Adequate space is available for recreation. In addition to the daily period in the yard the men have periods on Saturday afternoons and holidays. There is equipment for baseball, volleyball, handball and basketball. Contributions from visitors partially cover the cost of equipment. The recreation is organized and supervised by the military instructor.

**8. Entertainment**—Movies are shown once a week and on holidays. There is little other entertainment.

## VI. INDUSTRIES

**1. Workshops**—The shops as a whole are well lighted and ventilated and afford good working conditions.

**2. Character**—The industries are on the state-use basis, but only three of the smaller shops manufacture goods for other than institutional purposes.

**3. Employment**—Aside from the shops mentioned, the men are used on maintenance details, farms, and in various small shops where the work is of a simple nature, adapted to the capacity of this type of inmate.

A production point is reached in aluminum ware and sheet

metal ware and the volume of sales to state institutions is increasing annually. Shoes, woven towels, socks, mittens, rugs and mattresses are manufactured for home consumption.

**4. Vocational Training**—The aluminum shops and one or two others have some vocational value, but the primary problem of this type of inmate is one of social adjustment.

**5. Compensation**—There is none.

## VII. EDUCATION

**1. Library**—The library of 3000 volumes has a weekly circulation of 175 to 200. It is supervised by the correspondence censor. There is a small appropriation for books, magazines, etc. Eight magazines and one newspaper are subscribed for and used magazines are contributed.

**2. Instruction**—No academic school work is being carried on, as the schoolrooms have to be used as dormitories. About 75 per cent of the inmates can read and write.\*

## VIII. RELIGION

**1. Chapel**—The chapel is located above the central guard room. It is well lighted and ventilated and has a seating capacity of 900. It is equipped with a pipe organ and is an unusually good institutional chapel.

**2. Chaplains**—There are three part-time chaplains.

**3. Services**—Protestant, Catholic and Jewish services are conducted regularly.

## IX. INMATE COMMUNITY ORGANIZATION

The organization of an inmate community is perhaps not feasible in an institution for this type of men.

## X. PAROLE

The men are paroled both to individuals and to organizations. They are supervised by the parole officer and report in writing monthly. During the year ending June 30, 1928, 165 men were

\* Since the institution was visited academic instruction in four grades has been started under a civilian teacher.



paroled and 54 declared violators. The administrative staff considers each case carefully and makes recommendations to the Commissioner of Corrections.

### XI. Cost

Gross cost for the fiscal year ending 6/30/28.	\$297,945.63
Earnings .....	4,165.67
Gross per capita cost .....	458.85

### COMMENT

This is an institution of unusual significance because it is one of the first of its kind in the country. It is an evidence of the increasing recognition of the fact that little is to be gained by subjecting defective delinquents to the regular prison régime; that they require specialized treatment just as certainly as do the insane, and that their removal from the prisons is as desirable for the sake of the rest of the population as it is for them. In the prison this type of offender clogs the industries and all other activities and furnishes a high percentage of the disciplinary cases.

Napanoch represents a combination of the scientific and social viewpoints to an unusual degree. It is based on a scientific study and treatment of each individual and there is as little mass treatment as possible. The institution has printed a number of booklets explaining its ideas and purposes which deserve wide reading, not only in this state but by those interested in the problem in other states.

The work in the institution is carried on more from the vocational standpoint than for production. Despite the mental handicaps a considerable degree of skill is developed by some of the men in aluminum spinning and in the simpler trades. The daily routine has been carefully arranged so as to reduce the monotony as far as possible.

The medical work might well be developed to a much greater extent than is now the case. For example, the X-ray equipment is little used, as none of the physicians connected with the institution are trained in X-ray operation. A minimum of laboratory work is done because of lack of equipment. Dental work is at a minimum

More time might well be spent by the dentist in caring for the needs of inmates. A dental interne should be added to the staff.

The psychological and psychiatric work is highly developed, as it should be in an institution of this character. Medical and surgical work, however, should be placed on the same plane of efficiency, as the physical condition of the inmate is often of major importance in dealing successfully with his mental condition.

The diet seems lacking in vegetables other than potatoes. With farm and garden products to draw upon vegetables should find a prominent place in the daily menu.

Inadequate storage facilities for foodstuff, particularly for vegetables, makes it impossible to have as variable a vegetable diet as is desirable during the winter months. The summer dietary is rich in fresh vegetables from the farm and garden. Appropriation for adequate storage facilities has been requested repeatedly but without favorable response.

Men transferred to this institution from other penal institutions of the state may be held indefinitely. The superintendent and his staff make a careful study of the individual from the time of his commitment and also act as a parole board. A plan of gradual release from institutional life has been developed. Men are tried out first in work outside the institution and if they respond are finally sent to one of the farms, where life is fairly normal. The authorities state that the quick change from institutional life to freedom puts too great a strain on many of the men and that by studying their responses to an increased degree of freedom a better estimate of their success on parole can be made and the likelihood of success increased. The problem of successful parole in many cases is finding a comparatively simple environment to which the men can readily adjust themselves. The careful personal study and the gradual increase in the degree of freedom have produced a creditable record of successful paroles.

The capacity of the institution should be greatly increased in order to take care of the large number of men now in other institutions of the state who could be treated more advantageously in an institution of this kind, as well as to receive a large number of men committed directly by the courts. It seems perfectly clear that any



state with a large population should have in it an institution for this type of prisoners. The smaller states should make provision for the segregation of the defective delinquents, in a section of some institution.

The significance of Napanoch for regular prisons should not be overlooked. In the first place the principle of individual treatment rather than mass treatment is equally desirable for the general penal population as for defectives. In the second place, is it not probable that at least some of the men who fail on parole from penal institutions do so because of the emotional strain incident to the abrupt change from the restricted life of an institution to one of complete freedom? For the ordinary prisoners a method of gradually increasing freedom, as parole time approaches, would probably be of great value in helping them to adjust themselves, as it has proved to be here.

## SING SING PRISON

OSSINING, N. Y.

Visited April 18 & 20, 1928.

In 1825 an institution known as the Mount Pleasant Prison was built to replace the old prison in New York City. About the middle of the last century the name was changed from Mount Pleasant to Sing Sing Prison. The old institution was built on low land close to the river. The new institution, consisting of chapel, cell houses, hospital and commissary department, has been built on the hill above the old prison.

### I. GROUND AND PLANT

The old prison wall enclosed about 15 acres. Most of the space except a recreation yard has in recent years been filled with buildings for institutional and industrial purposes. Few, if any, of the buildings of the old prison, except the death house, are up to modern institutional standards.

**1. Housing**—The old cell block is part of the original prison building of 1825. In it the cells are built on six tiers and measure 7 x 3.6" and 6.6" high. The cells have small doors made of heavy bars of iron, which increase the difficulty of ventilation. On the completion of the cell houses on the hill it is planned to discontinue the use of this old cell house. It was condemned as unfit for habitation before it was completed over a hundred years ago. On the hill there are four new cell houses with a total of 1752 cells. In the receiving cell house there are 82 cells, 10.7" x 5.7" and 9.3" high. Another cell house has 286 cells the same size. In both of these the cells are built along the outside wall so that each cell has a window. This type of construction makes possible a standard of ventilation not possible in the old type of cell. A toilet and lavatory of good quality are supplied each cell. In one new cell house there are



680 cells on five tiers, in the other 704 cells on four tiers; in each of these the cells are 8.6" x 5.6" and 7 feet high. The walls and ceilings of these cells are steel, the floor concrete. A lavatory and toilet of good grade are installed in each of them. The windows of the cell houses are large, and the fronts of the cells full grated. The cells are all supplied with spring bed, mattress, blankets, sheets and pillowcase. Each cell is to have a small locker, table, and chair.

At the time the prison was visited the old chapel of the old prison was used for dormitory purposes. When the cells in the new prison are completed early in 1929 it is not planned to quarter any of the general population in the old cell house.

2. **Farm**—There is no farm, except a ten-acre truck garden.

## II. ADMINISTRATION

1. **Control**—(See section on Control under General Statement on New York State).

2. **Warden**—Lewis E. Lawes was appointed warden in 1919. He had been a guard at Auburn and Clinton Prisons and at Elmira Reformatory, and superintendent of the New York City Reformatory.

3. **Deputy**—John J. Sheehy was appointed deputy in October, 1926. He had been a guard at this prison since 1913 and before that at Great Meadow.

4. **Guards**—There are 145 guards appointed under Civil Service. The guards work eight hours a day seven days a week, with two weeks' vacation a year.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$6000	quarters and maintenance
* Deputy .....	2500	
Chief clerk .....	2200	
Guards .....	1600 to 2000	
Senior physician .....	4000	
Asst. physician .....	2200	
Pharmacist .....	2200	
Resident interne .....	2000 and maintenance	
Dentist .....	2000	
Oculist .....	For service rendered	
Psychiatrist .....	7500	

Asst. psychiatrist	4500
Investigator	2000
Psychologist	2700
Pathologist	3500
Trained nurses	2000
Educational director	2300
Chaplains	1000 to 2750
Supt. of industries	4500
Shop foremen	1800 to 3000
Storekeeper	2700
Kitchen keeper	2200
Farmer	1320

The total number of employees on the payroll is 264.

The state pension law provides for retirement after 25 years at half pay, for those in service prior to Jan. 1, 1926. A new law provides for retirement on half pay after 35 years of service.

### III. PRISONERS

1. **Population**—On April 20, 1928,\* the date the prison was visited, there were 1713 prisoners. The following analysis is given of the 1005 men received during the year ending June 30, 1928:

#### Ages when received:

Under 20 years	73	30 to 39 years	264
20 to 24 "	283	40 to 49 "	95
25 to 29 "	252	50 and over	38

#### Nativity:

Native born	745	Foreign born	260
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The foreign born were from the following countries:

Austria	17	Russia	39
England	14	West Indies	10
Germany	16	Cent. and So. Amer.	18
Italy	74	14 other countries	58
Poland	14		

#### Race:

White	780	Negro	220	Other races	5
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#### Education:

Illiterate	48	High school	149
Grammar school	771	College	37

\* In July, 1929, the population was 1968.



**Sentences:**

No. on Indeterminate Sentence .....	649
" " Determinate .....	356
Up to 5 years .....	90
Bet. 5 and 10 years .....	119
" 11 and 20 " .....	77
20 and over .....	34
Life .....	36

Capital punishment in New York State is by electrocution, and all executions take place at Sing Sing. During this period 12 men were executed.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—On recommendation of the prison doctor and on order of the warden, insane inmates may be transferred to the hospital at Dannemora.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules do not provide for a silence system. Rules in regard to the writing of letters and receiving of visitors are liberal. Books, magazines and newspapers may be received from publishers only. Smoking is permitted in cells and on the recreation field. First class prisoners are permitted to make purchases from the prison store not to exceed \$3.00 a week, and second class prisoners \$1.50. The Welfare League representatives are in general responsible for order in the mess hall, on the recreation field and during entertainment periods.

**2. Punishments**—Loss of privileges, reduction of grade, or loss of "good time" are the most common forms of punishment. Transfer to other prisons of the state is regarded by the men as a form of punishment, though a large number of men must be transferred to the other institutions, as nearly three-quarters of the prisoners of the state are committed from Greater New York to Sing Sing prison. However, while many drafts must be sent for other purposes, the transfer has nevertheless been a factor in the disciplinary system of this institution.

## V. HEALTH

**1. Hospital**—The hospital occupies the third floor of the building used for chapel and school purposes. It has a capacity of 60 beds divided into three wards of 10, 16 and 34 beds. A fully equipped laboratory is available for clinical examinations and tests. A well-equipped operating room with X-ray equipment and fluoroscope is provided. A diet kitchen serves the patients and inmate attendants.

An entirely new hospital with complete equipment is to be occupied in the very near future. This will contain accommodations for the proper isolation of patients. There will be two operating units and a completely equipped bacteriological and chemical laboratory. The new hospital has received a rating from the American College of Surgeons.

**2. Medical Staff**—The chief of the hospital staff serves on a part-time basis and does the surgery. Another part-time physician looks after the medical problems and another full-time physician is in residence at the hospital. Other specialists are in charge of the genito-urinary and optical departments. A part-time civilian dentist and a full-time inmate dentist are also members of the staff, also a full-time pathologist. Sixteen inmates are on hospital duty.

Although not a part of the medical department, two psychiatrists and a psychologist, all on full-time service, are attached to the institution.\*

**3. Medical Examination and Care**—Upon admission each inmate is given a physical examination which is repeated upon parole or release. Wassermann tests are made on all, and new inmates are placed in quarantine for ten days. The dentist examines each new arrival and does any necessary work. Vision is tested and those needing additional examination are referred to the oculist in charge. Tuberculous inmates are transferred to the hospital at Clinton Prison. Venereal cases are placed under treatment.

**4. Psychological Work**—The psychiatric staff consisting of a chief and two assistants examines approximately 100 men monthly.\*

\* Another psychiatrist and psychologist has been added to the staff, also an investigator; and the dentist now gives full time.



This group consists of all men up for consideration for executive clemency or parole and such disciplinary cases as are referred to them. In addition to the psychiatric examination, psychological measurements are made on this group.

**5. Commissary**—The commissary department in the old prison is, like the rest of the plant, not up to modern standards in construction, but is well cared for. It is planned to discontinue the use of this when all the men are transferred to the new institution on the hill. The new commissary on the hill is connected with the cell houses by covered corridors. In place of one huge mess hall four mess halls are provided, in which the men are seated on stools on either side of the tables. The tables are covered with white enameled iron tops. All of the mess halls are admirably lighted and ventilated. The kitchen and storerooms have the latest modern institutional equipment. The bakery is unquestionably the most complete in equipment of any penal institution of the country. The construction of the commissary section of the prison is such that a high standard of sanitation can be easily maintained.

The diet at this prison is sufficient for the inmates' needs and meals are served cafeteria style. Food is not rationed. The steward in charge of the kitchen is a trained dietitian. Vegetables are served daily and fruit three or four times weekly. The diet is augmented by vegetables from a small prison garden of about ten acres. Fresh milk is given only to hospital patients.

**6. Baths**—In No. 5 cell house on the hill there are 70 shower baths. One bath a week is given to the general population; to the commissary department and other gangs more frequently. The plans call for a new building to house a bath house, laundry, and locker room. The construction of this has not yet been undertaken.

**7. Recreation**—The recreation field in the lower yard provides space for baseball, field sports and other recreation. During the summer months the men have been given the yard for the period of daylight after working hours. The recreation program is in general charge of the athletic committee of the Mutual Welfare League. The funds for athletic supplies are purchased from the profits of the commissary department and the annual League show.

**8. Entertainment**—As long as the men were quartered in the old cell house moving pictures were provided every evening so that they might spend as little time as possible in the old cells. When the men are transferred to the hill it is planned to reduce the number of moving pictures to two evenings a week. Inmates stage a show once a year both for inmates and for outsiders. The receipts from shows are used for League activities.

## VI. INDUSTRIES

**1. Workshops**—The industries are housed in old workshops in the old part of the prison. The buildings are all old and are not comparable to the better prison workshops of the country in any fundamental respect.

**2. Character**—All of the industries in the institutions of New York are on the state-use basis.

**3. Employment**—On March 17, 1928, the distribution of the 1679 inmates was as follows:

Maintenance .....	524	Road work .....	41
Shoe shop .....	122	New prison construction .....	88
Brush and mattress shop .....	91	New building .....	41
Printing shop .....	31	League staff .....	24
Sheet metal shop .....	91	School staff .....	11
Knitting and hosiery .....	194	Observation company .....	12
Industrial clerks .....	47	Condemned .....	11
Mechanical and yard detail charged to industries .....	260	Sick and idle on doctor's orders... ..	88
		At court .....	3

**4. Vocational Training**—A few of the maintenance details offer some opportunity for vocational training, but the majority of the industries give little, if any.

**5. Compensation**—Men not assigned to industries and on the industrial payroll receive 1½ cents a day. The law provides that the men working in the industries shall be paid from the profit of the industries. The men in the shoe shop had earned up to 10 cents a day, but at the time the institution was visited they were not receiving any pay.

## VII. EDUCATION

**1. Library**—A library of 15,000 volumes is in charge of the chaplain. The books were secured largely by gift and need replace-



ment. There is now a regular appropriation of \$200 a year for books and about \$50 is spent annually for magazines. The circulation is 2500 books a month. Prisoners are permitted to come to the library for books.

**2. School**—The state law requires  $1\frac{1}{2}$  hours per day schooling for men who lack fifth grade education. The State Bureau of Special Schools approves the course of study. There are six standard grades enrolling about 400 men. School is in session from 9.00 to 11.45 A. M. and 1.00 to 3.45 P. M. five and a half days a week for 11 months of the year. There are four standard schoolrooms over the chapel seating 25 to 30 each. When the new hospital is completed it is planned to take over the old medical department for school quarters. The educational staff consists of a trained head teacher and six inmate teachers.\* The latter are paid  $1\frac{1}{2}$  cents a day. A man who will combine the duties of teacher and librarian is to be added to the staff.

There are 53 men enrolled in correspondence courses supervised by the educational department.

## VIII. RELIGION

**1. Chapel**—The new chapel on the hill occupies a separate building which is designed so that by the use of folding doors it can be made into three rooms. In this way different services can be conducted at the same time, and when the room is wanted for auditorium purposes for the whole population, the partitions are slid back out of the way. The seating capacity of the whole is about 1800, and each of the smaller chapels seats about one-third of that number.

**2. Chaplains**—There is one full-time and two part-time chaplains.

**3. Services**—Protestant, Catholic and Jewish services are held weekly.

**4. Other Agencies**—Christian Science services are held regularly, and the Salvation Army and Volunteers of America conduct services occasionally.

\* Two civilian assistants have been added to the staff.

## IX. INMATE COMMUNITY ORGANIZATION

The Mutual Welfare League referred to in the sections under discipline and recreation still handles certain phases of the inmate community life. It is doubtful, however, under present conditions, whether it has any great value in training men for citizenship.

## X. PAROLE

The Commissioner of Corrections, the warden and a full-time employee of the state appointed by the Commissioner of Corrections constitute the parole authority. During the year ending June 30, 1928, 426 were paroled and 147 declared violators. The men are paroled usually to parole officers or organizations, rarely to individuals. The report is usually made in person, though in some cases by letter.

## XI. Cost

Gross cost for year	Gross per capita cost...	\$420.91
ending 6/30/28..\$706,474.07	Net per capita cost.....	335.55
Industrial earnings. 145,414.33		
Net cost .....	561,059.74	

## COMMENT

After years of delay the widely heralded new Sing Sing buildings, on the hill above the old plant, are practically completed and should be in full use by the time this book is published. The new cell houses supply a cell of modern construction for every man in the institution. But it is to be deplored that the authorities have not broken away from the plan of huge inside cell blocks that has dominated prison architecture for a century. They might better have adopted for the majority of the cells the plan of the two excellent cell houses which have been built with outside cells. Bathing facilities should be provided near the new cell houses; they should have been incorporated in each cell house, in line with the best modern practice. The new



commissary department is elaborately equipped and is the equal of any in the country; the hospital probably has no equal among American penal institutions. The auditorium building is ingenious in design and is well adapted to its use; it is shaped like a block letter A and can be used as one large auditorium or as three separate assembly rooms.

The old and new plants together are badly spread out and supervision will be difficult. The new buildings on the hill and the shops and recreation field on the old site will be connected by covered passages, and at best there will be hundreds of yards of corridors to patrol.

A fact of major interest in the opening of the new prison is that the old cell house, condemned as unfit for human occupancy nearly a century ago, can now be abandoned. It should be torn down in order that the danger of its being used again may be obviated. It has been notoriously a disgrace to the state, and its abandonment marks the passing of an era. The old shops, which will still be used, are inadequate and do not conform in any essential respect to modern shop standards. They should be replaced as soon as possible, by shops more nearly in harmony with the new plant.

The new hospital completed several years ago, but unoccupied up to the time the prison was visited, is probably the best planned hospital in any penal institution in the country today.

New York has built this new prison at enormous expense. One wonders why inmate labor could not have been used in its construction, as it has been so successfully used at the Michigan, Kansas, and Ohio prisons and the Indiana Reformatory, to mention only a few of the institutions that bear witness to the efficiency of inmate labor and the economy that results from its use. New York, operating its prisons on a state-use system, could have supplied the Sing Sing inmates with much needed employment of a useful type at huge saving to the tax-payers. The saving of time cannot be used as an argument in favor of the contract policy of construction when one considers the unconscionable delays that have marked the building of the new plant. Inmate labor should at least be used in the reconstruction of the old plant.

The location of the new plant is excellent from the health

standpoint. By retaining the open space in the old enclosure and increasing it by razing useless buildings, a recreation schedule of inestimable value from the standpoint of mental and physical health can be made possible. The Sing Sing officials have for many years shown sound judgment in this matter, in spite of the unintelligent criticisms of a part of the New York press.

The psychiatric work here appears to be on quite a different basis from that noted in some other states. As the psychiatrist and two associates examine about 100 men a month a much more detailed examination is indicated than is being given in the institutions of some other states, where a form of examination is given to all men to get their general characteristics and discover those who are candidates for a more thorough psychiatric examination. It is probably well that both methods are being tried out in different states; in this way the best use of psychiatry for the population of penal institutions may be determined.

Whether or not Sing Sing is now to take its place in the penal system of the state as the prison for classification and distribution of prisoners depends on the state policy. Continued and intelligent effort toward that end is needed, and a proper development of the other institutions must be carried on in order that they may care for men who should not be kept at Sing Sing under such a plan. Thorough individual study by a competent staff and proper classification are well-recognized principles of penal administration. With adequate facilities at last available, New York is in a position to give the whole country an illuminating example of how the scientific approach to the study of criminals may be made effective.

The industrial situation at Sing Sing has been for years both tragic and farcical. Only a small percentage of the inmates are employed on productive work. The industries are not producing as similar outside industries are expected to produce, and most of them afford almost no vocational training for the men. Few of these industries come up to the standard of the cotton shop at Clinton or of a few industries at Auburn. The shoe shop is not to be compared with those in the Iowa prison and the Federal Prison at Leavenworth, for example. Not only are new shops needed but the state should provide modern machinery and employ the type



of superintendent and overseers that are employed in outside industries and make provision for an adequate salary scale. A real wage system is yet to be developed. The present one does not compare with those of many states which pay a wage sufficient to serve as an incentive to the inmates. New York has long lost money on a "penny-wise and pound-foolish" policy.

The educational work here has been handicapped by inadequate facilities and the narrow program laid down by the State Bureau of Special Schools. Making available part of the old hospital building for school and library use should do much to stimulate the program. The addition of an assistant teacher, also to serve as librarian, is a progressive step. While something is done through correspondence courses to supplement the grade instruction given here, a real program of vocational education should be worked out for those inmates who are not to be immediately transferred to other prisons. The official educational aim for all the New York prisons is too low, and the program needs to be vitalized by a proper coordination of vocational and academic instruction.

The disciplinary system in vogue here, resting in part on the inmate community organization, the Mutual Welfare League, has possibilities of a constructive nature. During the thirteen years of its history here the League has come to be more and more directed toward securing ease of administration. In this respect it has unquestionably demonstrated its value. Its importance as a strong moral force in the prison and its value as an agency of training for the duties and responsibilities of free citizenship, such as it possessed to a remarkable degree in its early days, has practically disappeared. To promote good conduct is not the end and aim of a prison; unless the objective is the building of character the prison has not assessed its function accurately.

## NORTH CAROLINA PRISON SYSTEM GENERAL STATEMENT

Visited February 3 & 4, 1928.

The prison system in North Carolina consists of the central prison at Raleigh, farms at Caledonia and Cary, and numerous road camps.

The general direction of the prison system is under the Board of Directors of the State Prisons:

James A. Leak, Wadesboro, Chairman  
J. P. Wilson, Warsaw  
J. M. Brewer, Wake Forest  
B. B. Everett, Palmyra  
R. M. Chatam, Elkin  
H. K. Burgwyn, Jackson  
A. E. White, Lumberton

The superintendent is George Ross Pou. Doctor J. H. Norman acts as physician of the prison system and also as warden of the Central Prison.

The following data are given for the entire prison population received in the calendar year, 1927:

**1. Population**—On January 31, 1928 there were 1795 prisoners. The following analysis is given of the 1723 prisoners received during the year ending December 31, 1927:

### Ages when received:

Under 20 years .....	501	30 to 39 years .....	201
20 to 24 " .....	307	40 to 49 " .....	143
25 to 29 " .....	487	50 and over .....	84

### Nativity:

Native born .....	1719	Foreign born .....	4
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The foreign born were from three countries.



**Race:**

White..... 728      Negro..... 992      Other races..... 3

**Education:**

Illiterate ..... 302      High school ..... 398  
Grammar school ..... 921      College ..... 102

**Sentences:**

No. on Indeterminate Sentence .....	12
“ “ Determinate “ .....	1711
Up to 5 years .....	871
Bet. 5 and 10 years .....	502
“ 11 and 20 “ .....	279
“ 21 and 30 “ .....	41
“ 31 and 40 “ .....	20
Over 40 years .....	2
Life .....	8

Execution in North Carolina is by electrocution.

During the last year five men were executed.

**2. Classification**—The whites and negroes are segregated but there is no scientific system of classification.

**3. Insane**—Insane prisoners are transferred to the State Hospital for the Insane at Raleigh.

**4. Women**—The women prisoners of the state are housed in the end of the wing of the prison in which the mess hall is situated.

The white women are employed at sewing and the negroes at laundry work. There were 66 women when the prison was visited.

Costs for the year 1927 are as follows:

**Net operating income:**

Caledonia Farm .....	\$ 22,340.20
Cary Farm .....	13,228.95
Convict camps .....	123,649.72
Total .....	159,218.87

**Deductions from income:**

Reserve for doubtful accts. ....	2,800.00
Administrative expenses .....	32,758.74
Central Prison operating loss .....	40,085.45
Commutation .....	15,675.88
Total .....	91,320.07

Net operating profits for entire State Prison system 67,898.80

The cost of maintaining 1661 prisoners during the year, including food cost for employees, supervision and guarding, amounted to \$217.30 per prisoner, and excluding the food cost for employees the cost amounted to \$205.62 for each prisoner.

## CENTRAL PRISON

### I. GROUND AND PLANT

The plant used today as the Central Prison was established in 1869 just outside of Raleigh on a 20-acre plot. The main buildings are castle-like structures of red brick. In the center of the prison is the guard room with a wing on either side. In one wing are the cell houses for whites and negroes; in the other wing a mess hall and women's quarters.

1. **Housing**—The cell house is divided into two sections by a partition. In each section there are 160 cells on five tiers. The cells are 8 x 6 and 7 feet high. There is a ventilating vent at the top and bottom of the cell. The cells do not have any plumbing. The strap-iron beds are equipped with a cotton and corn shuck mattress, blankets, sheets, and pillowcase.

One side of the cell house for negroes is used for the punishment section. Some of these cells have a solid wood door over the iron door. A number of cells are reserved for those under the death penalty.

2. **Farm**—(See farm report following Report on Central Prison.)

### II. ADMINISTRATION

1. **Control**—(See General Statement on North Carolina.)

2. **Warden**—The warden, Dr. J. H. Norman was appointed in 1924, for a four-year term. He had been the prison physician for a number of years and continued when he was appointed warden to carry the responsibility of the medical service.

3. **Deputy**—The deputy warden, H. H. Honeycutt, was appointed in 1901 and in addition to the duties involved as deputy he is in charge of the Bureau of Identification.



**4. Guards**—There are 32 guards appointed by the warden. They have one Sunday off every month and ten days' vacation.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$4800 and quarters
Deputy .....	3000
Guards .....	540 to 900 quarters, maintenance and laundry
Camp supervisors .....	1200 to 1500 quarters and maintenance
Chief clerk .....	2400
Dentist .....	12.50 per day
Oculist .....	Paid on fee basis
Auditor .....	4000
Steward .....	900
Chaplain (part-time) .....	200

There is no pension system.

### III. PRISONERS

Statistical data on the population are given under the General Statement on North Carolina.

### IV. DISCIPLINE

**1. Rules and Regulations**—The rules of the institution are general and comparatively few in number. There is no silence system.

Grade *A* men may write two letters a week, Grade *B* men, one, and Grade *C* none. Distribution of privileges according to grade is carried all the way through and the grade of a prisoner determines the type of uniform worn. Grade *A* men wear khaki, Grade *B* men stripes running up and down, and Grade *C* men are put in horizontal stripes.

The men are allowed to buy a wide variety of articles at a prison commissary run by one of the prisoners.

**2. Punishments**—For more serious offenses the inmates are confined in the isolated section, either in the regulation cells or in the lower tier where the cells are made dark by the addition of wooden doors which are solid except for a few slots.

## V. HEALTH

1. **Hospital**—The hospital is situated on the second and third floors of the east wing. There are 13 beds for white men and ten for colored men. The women prisoners are treated in their own quarters. There are no X-ray or laboratory facilities. Major operations are done at the prison, the surgeon bringing his own instruments. Food is sent in from the general kitchen.

2. **Medical Staff**—The physician in charge is also the warden. A part-time dentist, a pharmacist, and six inmates complete the personnel. Two consulting surgeons and a consulting orthopedist are a part of the staff.

3. **Medical Examination and Care**—Incoming prisoners are examined physically and vaccinated for smallpox and typhoid. Typhoid vaccination is repeated every two years. Wassermann tests are made on all prisoners. The dentist spends three days weekly at the prison and examines all new men. Eye examinations are made only on complaint. All positive and suspected cases of tuberculosis are transferred to the State Sanatorium at Sanatorium. Known venereal cases are placed under treatment.

4. **Psychological Work**—No psychological work is done.

5. **Commissary**—The mess hall is located in the other wing of the prison originally intended as a cell house, but the cell block was never erected in it. Men are seated at four sides of square tables. The construction and equipment of the commissary department as a whole is a bit crude and hardly up to modern institutional standards. However, considering the difficulties involved in construction and equipment, a good standard of sanitation is maintained. The diet consists largely of pork, fried vegetables and corn bread. Fruit is seldom served. Food is not rationed. The prison dairy supplies all the milk used. Outside food is permitted. As most of the food is fried, range cooking is chiefly used.

6. **Baths**—Fifteen showers are provided in the bathroom under the cell house. Weekly baths are required and daily baths permitted.

7. **Recreation**—The men are given the yard Saturday afternoons and all day Sunday and holidays. The baseball team of the prison plays in the city league.



**8. Entertainment**—Movies are shown once a week during the year and some entertainment comes in from the outside. The only radio sets in the prison are owned by individual prisoners.

## VI. INDUSTRIES

Following is the industrial distribution of the population of the prison at the time the prison was visited:

Chair shop .....	151	Laundry .....	9
Construction .....	39	In hospital .....	21
Mattress factory .....	11	Maintenance .....	92
Printing .....	10	Outside .....	6
Tailor shop (women) .....	21		

## VII. EDUCATION

**1. Library**—The library consists of a few hundred books on shelves in the caning shop. It includes a few good standard sets, but most of the books are poor. Books and magazines are acquired by gift.

**2. School**—There is no educational work.

## VIII. RELIGION

**1. Chapel**—The mess hall is used as a chapel.

**2. Chaplain**—There is no chaplain.

**3. Services**—The Sunday school superintendent not only secures the teachers for the classes, but arranges for the church services as well.

## IX. INMATE COMMUNITY ORGANIZATION

There is no inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

(See section on Parole in General Section on North Carolina.)

## XI. COST

(See section on Cost in General Section on North Carolina.)

## FARMS

**Caledonia Farm**

The Caledonia farm located in Halifax County contains about 6,500 acres. New barracks for housing the men have been erected. In the center of the building is the guard room with dormitories on either side. Cells are not used at all for housing the general population. Showers, toilets, and washing facilities are provided in one end of each dormitory. The beds are double-decked and equipped with springs, mattress, blankets, sheets and pillow case. Ample provision is made for lighting and ventilation.

The buildings are finished somewhat roughly which necessitates a good deal of work to keep them in a sanitary condition.

Hospital facilities are available at this farm to care for minor cases. A full-time physician is in charge. Cases for major operations are transferred to the walled prison in Raleigh.

The commissary department is housed in a building nearby. Cooking is done on ranges and the food appeared to be of a considerable variety and ample in quantity. As in the case of the dormitories, a good standard of sanitation is maintained, but it is so constructed that the sanitation is a good deal of a problem.

Under one end of this building are a number of cells for punishment. The cells are not dark, but are small and not well ventilated.

Most of the farm buildings are not fire-proof, but the old buildings are being replaced as rapidly as possible.

The farm land has been cleared in the last three or four years and a wide variety of crops is being raised. Cotton, corn, peanuts and sweet potatoes are the principal farm products. A dairy herd and piggery are also sources of food supply for the population of the prison.

In the farm operations and in the maintenance work, 634 prisoners were used at the time the farm was visited.

**Cary Farm**

Cary farm is comprised of about 2,600 acres. This farm is used for negro prisoners. They are housed in barracks with equipment quite similar to the new building at Caledonia, and, as at Caledonia,



the construction is such that the problem of maintenance is rather difficult, though quite a good standard of sanitation is maintained in spite of this. About 130 negroes were on this farm when visited.

## CAMPS

The camps of the state are under the general control of the Superintendent of Prisons and the immediate charge of a supervisor with the number of guards depending on the size of the camp, with the exception of certain camps which are run as honor camps by the warden without any guards.

Supervisors are paid \$125 per month with quarters and personal subsistence. Guards are paid \$45 per month with board and lodging and receive a bonus of \$60 at the end of each year. In the camps where the work is on the contract basis all the employees aside from the supervisors, are paid by the contractor.

Six of the 14 camps were visited. The buildings are wooden structures usually covered with tar paper. The kitchen, bakery and mess hall are in one building. Sleeping quarters for the inmates are in another building and the officers' quarters and officers in a third. The sleeping arrangements vary. In a number of the camps wooden double-decked bunks are used. They are the size of a double bed and two men are assigned to each bed. The beds are equipped with mattress, mattress cover, sheets, blankets and pillowcase. Night clothes are provided.

Some of the camps are lighted by electricity, others by kerosene lamps. In place of wash-bowls some of the camps have galvanized iron pipes, with holes a foot or two apart. The men wash in the stream of water as it flows from the holes. The toilet facilities are usually in an outhouse, the contents of which are taken away daily and burned or buried. Two of the camps have shower baths, but during the summer months baths are often taken in the yard in wash tubs.

Practically all cooking is done on ranges and a good variety and abundant quantity of food is served.

The camps are ordinarily temporary and the construction rather crude. Some of them, considering the type of construction, are clean and well kept; others are dirty and the buildings as a whole give

evidence of a much lower standard of housekeeping. The ventilation also varies in the different camps.

A wire fence about 12 feet high runs around the buildings with guard boxes on the corners.

The men in all the camps are divided into grades, *A*, *B*, and *C*. The grade determines the type of uniform worn and the amount of "good time" earned. *A* men receive 104 days "good time" a year, *B* men 78 days and *C* men 52 days. Men who stay in *C* grade for three years are not allowed any "good time" after that time.

The camps visited had from 30 to 80 men. The honor camps near Lexington appeared to be working very satisfactorily. A camp for the incorrigibles of the state is conducted. A recent change of supervisors has apparently lessened the trouble in this camp and increased the efficiency of the work.

The abolishment of the lash as a form of punishment was commented upon by several of the camp supervisors. None of them believe that it is necessary and all felt that more work was done and everything proceeded better under this system. Solitary confinement cells are used. Most of them are wooden structures, some with concrete floors. Men under punishment are put on a restricted diet of bread or crackers and water. The cells are practically dark and are inadequately ventilated.

Highway work, rock quarries and bridge construction were the usual forms of work. In some of the camps the work is done on the contract basis which under the present arrangement is practically a lease. In certain of the camps the prisoners work with free laborers, but in most of them they are separated. In these camps comment has been favorable on the quantity and quality of work the prisoners are doing in comparison with that done by the free labor. Work hours are ordinarily from sun to sun. Grade *A* men are paid 15 cents per day, *B* men ten cents per day and *C* men five cents per day. *A* men receive \$25, suit of clothes and shoes, *B* men, \$20, clothes and shoes, and *C* men \$15, clothes and shoes.

In most of the camps the space and time available for recreation is very slight. The hours of work during the week leave no time for it and the space inside the fence is not large enough for games, so that aside from playing catch, boxing and table games, there is little



recreation. In the honor camps more space and time are given to recreation.

There is little entertainment in the camps. A few have victrolas and occasionally outside entertainment.

There is no plan of educational work in the camps and no library.

Religious services are conducted from time to time.

(Full report of the survey of the prison camps of this state is printed by the Society in separate form.)

### COMMENT

The receiving prison at Raleigh is numerically one of the smaller units of the prison system of the state. All prisoners are received here prior to their distribution to the other units and those physically incapacitated for hard work are retained here.

The main buildings form a somewhat impressive group, but they were built many years ago; the cells have no plumbing and the institution as a whole is hardly up to modern standards. The buildings are more than adequate in size for the present population and there is much waste space. On the other hand, the yard space within the walls, never very large, is so small today that there is little room for recreation.

A well-equipped print shop is the best industry in the prison. The making of concrete culvert pipe for the State Highway Department supplies work for a small number of men. Another industry is the caning of chairs, selected because men incapacitated for other types of work by physical disability can be occupied in this way. It should be used for this group alone.

The farms at Caledonia and Cary are interesting developments. Fire-proof barracks have been constructed; although somewhat crude in finish, they are adequate in size and are well lighted and ventilated. The farm work, as a whole, is better for most of the inmates than work in an industrial shop. The farms appear to be a profitable venture for the state.

It is interesting that the proportion of white prisoners has been

steadily increasing in the last few years, as in a number of other nearby states.

Unless an entirely separate institution is developed for younger inmates, some arrangement should be made in the prison system for segregating the young offenders. Prisoners as young as 14 years of age are committed to the prison. About the time the prison was visited, the Governor took the stand that unless some provision was made for separating young offenders he would exercise his pardoning prerogative freely. If boys and very young men are to be kept in the prison system a separate unit should be planned for their use and officered by carefully selected men. The regime for such a group should be set up with unusual care. The establishment of an entirely separate institution of the reformatory type is the only proper solution. The women should be removed to an institution for women. A small farm would probably prove satisfactory here, as it has in some other states.

The use of the strap has been discontinued by order of the Governor, although the law still allows its use. Officials state that the morale has improved and that the men work better since the use of the strap was stopped. The law should be changed so that its use will be illegal. In one of the quarries a type of punishment was noted which should be discontinued. A man in a dark punishment cell was lying on the floor with his hands cuffed behind his back and his feet shackled to the floor. He could change his position only with difficulty. He was on a diet of soda crackers and water. The guard said he had been under this punishment for about eight days and would complete twelve days. Most states have found the use of the punishment cell without shackling more effective than punishment of this type which is inhuman and embittering. Its use is indefensible.

There is no educational work in spite of a high degree of illiteracy among the inmates. The library in the prison is one of the poorest among the institutions of the country. The services of the state university or state department of education should be enlisted to formulate an educational and library program suited to the inmates and adapted to a prison system where the prisoners are distributed in units over the state. The program instituted in Arkansas can be examined with profit.



The general sanitation of the hospital could be improved by better janitor service. It would seem desirable that a great variety of vegetables be provided in the prisoners' menus. This should be an easy matter, as there are two large farms to draw on for supplies.

The road camps of the state do not compare favorably with those of Virginia or Alabama in their equipment, upkeep or general program. North Carolina might well study the methods of these two states and profit by their experience.

In one camp the inmates are definitely organized and handle a large part of their community activities. This appears to be working very successfully, doubtless because of the type of leadership in this particular camp. It constitutes an interesting experiment for other camps to follow.

The prison system of the state, as a whole, appears to have made substantial progress in recent years. This is largely in the development of the material side of the prison system; attention should now be given to a better development of the road camps and especially of the activities which have proved their constructive value in other institutions. In a prison system as successful financially as this one is it is sometimes difficult to remember that the social utility of the system depends not only on giving the inmates work for the usual working hours but also on a full development of educational, recreational and other activities.

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Special Bulletin Number 10 issued by the North Carolina State Board of Charities and Public Welfare, on capital punishment in North Carolina, is a significant publication. It deserves wide reading in this and every other state. It brings out with startling clearness the types of men executed by the state. Such a case study makes one of the most effective statements against capital punishment found in the literature on the subject. It is important not only as an argument against capital punishment but as an indication of the scientific rather than the emotional view on the part of the state towards the offender.

## NORTH DAKOTA STATE PENITENTIARY

BISMARCK, NO. DAK.

Visited July 1 & 2, 1928.

A square, four-storied brick building and cell house erected in 1884 was the original territorial prison and the original building is still in use. Industrial buildings, cell houses and farm buildings have been added in recent years.

### 1. GROUND AND PLANT

In front of the prison on one side stand the houses of the warden and deputy and on the other side the new guard quarters. The yard, except for one corner used for recreation, is pretty well filled with workshops and institutional buildings of various types and periods. The walls enclose about four acres.

1. **Housing**—There are two cell blocks, in one cell house; an extension was built on the old cell house to make room for the second cell block. The old cells are 8 x 6 and 7 feet high and have no provision for plumbing. The new cells are 8.6" x 6 and 7 feet high and are equipped with lavatory and toilet facilities of a good quality. The beds in all the cells are strap iron, and covered with a straw-filled tick; the straw is changed several times a year. Blankets, sheets and pillowcases are provided. The prisoners are permitted to decorate their cells to a certain extent. The cell houses are clean and in good condition.

2. **Farm**—The state owns 960 acres of land, about 550 of which are under cultivation. New barns have been built in the last year or two and the farm shows signs of material improvement in equipment and upkeep.

### II. ADMINISTRATION

1. **Control**—The board of administration has charge of all state institutions. Three of the members are appointed by the Governor



for a term of six years. The State Superintendent of Public Instruction and the Commissioner of Agriculture and Labor are the other two members. The appointed members are: F. E. Diehl, W. J. Church and R. B. Murphy. The appointed members receive \$3000 per year. This board appoints the warden and holds meetings at the prison each month.

2. **Warden**—John J. Lee \* was appointed warden in September, 1923. He had previously been a farmer and a sheriff.

3. **Deputy**—B. A. Woehle was appointed deputy in September, 1924. He has had 17 years of service in the institution.

4. **Guards**—The 38 guards are appointed by the warden. They work 12 hours a day with two days off a month and two weeks' vacation each year.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3100	quarters and maintenance
Deputy warden .....	2100	" " "
Guards .....	840	" " "
Doctor (part time) .....	1200	
Chaplains .....	5	each service
Supt. of twine industry .....	2400	
Asst. supt. ....	1800	
Machinist .....	1800	
Farm supt. ....	1500	
Cook .....	1380	
Steward (also acts as teacher) ...	1560	

There is no pension provision.

### III. PRISONERS

1. **Population**—On July 1, 1928, the day the prison was visited, there were 309 prisoners. The following analysis is given of the 433 prisoners received during the period ending June 30, 1928.

#### Ages when received:

Under 20 years .....	13	30 to 39 years .....	116
20 to 24 " .....	131	40 to 49 " .....	52
25 to 29 " .....	80	50 and over .....	41

\* Mr. Lee died in November, 1928. George J. Brown was appointed warden.

**Nativity:**

Native born ..... 360      Foreign born ..... 73

The foreign born were from the following countries:

Germany ..... 11      Russia ..... 19

Norway ..... 11      18 other foreign countries ..... 32

**Race:**

White..... 400      Negro..... 11      Other races..... 22

**Education:**

Illiterate ..... 22      Literate ..... 411

**Sentences:**

No. on Indeterminate Sentence ..... 39

" " Determinate " ..... 394

Up to 5 years ..... 359

Bet. 5 and 10 years ..... 23

" 11 and 20 " ..... 7

" 21 and 30 " ..... 2

Life ..... 3

Capital punishment was abolished in 1915.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—On the recommendation of the board of administration the Governor signs the orders for the transfer of insane prisoners to a state hospital.

**4. Women**—There are seven women prisoners. They are in charge of one matron, in a section of the old administration building. The quarters are not satisfactory and the women inmates should be removed as early as possible.

## IV. DISCIPLINE

**1. Rules and Regulations**—The old detailed rule book has been replaced by a simplified set of general rules printed on a card and posted in each cell. The silence system is no longer in force although the men are not allowed to talk in the mess hall. One letter a week is permitted and others of a business nature may be written. Visits are permitted every two weeks and only approved newspapers may be



sent in. Men are permitted to put in monthly orders for a specified list of articles, the amount not to exceed \$3.00.

**2. Punishments**—For some infractions of rules loss of all privileges and "good time" is used. For more serious offenses, solitary confinement may be given with a bread and water diet. The punishment cells are absolutely dark and ventilated only by forced ventilation. These cells are used very little.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate building in the prison yard and has a capacity of ten beds distributed into one ward of six beds, and four rooms with one bed each. Only medical cases and minor surgical work are cared for here. There are no facilities either as to the operating equipment or X-ray for major operations. All of this work is taken to a public hospital in Bismarck.

**2. Medical Staff**—A part-time physician is in charge of the hospital. There is an inmate physician, and a male civilian nurse on a full-time basis.

**3. Medical Examination and Care**—A superficial physical examination is given incoming prisoners. Wassermann tests are made on suspected cases only and those inmates without history or other evidence of vaccination are vaccinated for smallpox. Dental and eye service is rendered only on complaint. Tuberculous inmates are retained in prison and those found with positive Wassermann tests are placed under treatment.

**4. Psychological Work**—There is no mental examination except of such cases as are referred by the prison physician to the state neurologist.

**5. Commissary**—The mess hall on the upper floor is fairly well lighted and ventilated, but located so that the problem of supervision is difficult. The food is sent up on dumb waiters from the kitchen below. The kitchen, bakery and storerooms in the semi-basement are badly located, badly equipped and impossible to keep up to a minimum sanitary standard. The policy of spending little on their upkeep, because they are so bad, appears to be a wise one for the need of a new commissary department is as obvious as it is urgent.

**6. Baths**—There are 16 showers in the bath house. Baths are given to the general population only once a week and to the commissary department two or three times a week.

**7. Recreation**—During the summer months men are given recreation in the yard, for an hour after the evening meal, two evenings a week, Saturday afternoons, and Sunday and holiday mornings from 9.00 to 11.00. Baseball is the principal sport. One game a week is played with outside teams.

**8. Entertainment**—During the winter months movies are given once a week and occasionally lectures and home talent shows are given.

## VI. INDUSTRIES

**1. Workshops**—The twine shop was built in 1900 and as a whole it affords good working conditions. A machine shop in connection with the twine plant is very well equipped.

**2. Character**—The twine manufactured is sold on the state-account system.

**3. Employment**—On the day the prison was visited, July 2, 1928, the population of 309 was distributed as follows:

Twine plant .....	115
Dairy and farms .....	21
Garden .....	27
Maintenance .....	109
Construction .....	21
Hospital and idle .....	12
Administrative office .....	4

**4. Vocational Training**—The farm, the machine shop and a few maintenance details have vocational value.

**5. Compensation**—All prisoners who work receive 25 cents per day. Until \$50 has been saved, they are permitted to spend only five per cent of their earnings. The sum saved is held for their discharge.

## VII. EDUCATION

**1. Library**—There is a library of 6000 volumes behind a grill at the end of the cell block. It is maintained by visitors' fees and a good supply of magazines is also subscribed for from this fund.



2. **School**—A compulsory school for those who have only fourth grade education is conducted in the mess hall from 7.00 to 9.00 P.M. three days a week throughout the year. It enrolls 30 to 35 men. Courses extend through the eighth grade. The school is in charge of the steward, a former school teacher. The five inmate teachers are given extra "good time."

A few men are studying correspondence courses.

### VIII. RELIGION

1. **Chapel**—The room used as a chapel and auditorium is located above the mess hall and seats about 300.

2. **Chaplain**—A regular chaplain is not employed and various local ministers conduct the services.

3. **Services**—Protestant and Catholic services are held every Sunday morning.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

The State Board of Pardons is the parole authority. Inmates, except life prisoners, are eligible for parole at any time. During the year ending June 30, 1928, 51 men were discharged, 87 paroled and only two were declared violators and returned. Men are paroled only to individuals. They report by letter and the report is vouched for by the person to whom the prisoner has been paroled.

### XI. COST

Gross cost for the biennium ending	
6/30/28	\$363,989.12
Earnings	111,460.05
Net cost	252,529.07
Gross per capita cost	1,185.63
Net per capita cost	822.57

## COMMENT

Since the 1926 Handbook the population has increased about 50 per cent, although it is now only 300 and the prison is one of the smaller ones of the country. The space available within the yard for further expansion either of living quarters or industries is practically exhausted; already the space which can be used for recreation is smaller than in most of the prisons of the country. The present plant is not uniform in quality. Some of the buildings, notably one cell house and the building housing the commissary department, are so old that it is difficult if not impossible to keep them up to a proper sanitary standard; others are more modern. The new cell house is a good one, but the old cell house has no toilets and it also constitutes a serious fire hazard. There is fortunately no doubling up in cells. The efforts of the officials to secure appropriations for a new cell house, which could be built by the inmates with prison-made brick, should be seconded vigorously by the higher state officials.

During the past three years several noteworthy additions have been made to the plant: a new building for the guards, situated just outside the main entrance, a new barn with two silos, a sewage disposal plant, and a water tank which supplies the sprinklers installed throughout the binder twine plant at great saving of insurance costs. A farm of 150 acres near the river has been added, although there are as yet no buildings on it. Several minor improvements, such as the addition of a steam table and an electric grill in the mess hall, have been made. The plant as a whole gives evidence of a constructive policy, with the handicap of inadequate space equally evident.

During most of the year this is a one-industry prison, binder twine being the principal product. This industry has been profitable and the net cost to the state of operating the prison is unusually low. The brick plant is operated only part of the time, but has turned out an excellent product. It is planned to expand the farm program and this should prove a profitable and worthwhile project. The pay given inmates, 25 cents a day, is small but it is justly given to all prisoners who work. The provision that an inmate may not spend more than five per cent of his earnings until he has saved \$50 seems a wise one.



The use of part of the hospital for the farm detail should be only temporary, although the hospital building is much larger than the prison needs. The proposal to build quarters for the farm detail outside the prison is in accordance with the generally accepted principle that passing back and forth between the outside and the inside should be reduced to a minimum.

The discipline is in general humane and sensible. The dark punishment cells, however, are of a type which have now been abandoned in the more progressive prisons. It has been found that isolation cells of the ordinary type, with adequate light and natural ventilation, are, from the disciplinary point of view, equally effective and that they are less injurious to mental and physical health. It is stated that the punishment cells here are little used, and that cells in the old cell house are more often used. Bloodhounds are kept at this prison and regularly trained for the chase. This relic of former prison practice has been abandoned in most prisons.

The new quarters for the guards, providing individual rooms, are excellent, but the hours of work, 12 a day, are very long and the number of days a month off duty is small.

It is a generally accepted principle that women prisoners should not be kept in an institution designed primarily for men. An interesting suggestion has been made: that the women be quartered at the State Hospital at Jamestown and used in the maintenance work of that institution. Such a plan might well be considered in many other states.

The hospital building is much larger than is needed for the population served. It is also poorly adapted to its purpose. A new hospital should be provided and the present structure converted to other uses, such as the housing of the trusty group.

Complete physical examinations should be made of all incoming prisoners and should include dental and eye examinations, Wassermann tests and smallpox vaccination.

Inmates with dental and eye defects should be given appropriate treatment.

A new commissary department is urgently needed; the present one can not be kept up to a decent sanitary standard.

The educational work is meager in scope, but the library is better

than that of many other small prisons. A development of correlated academic and vocational education could be made possible by the granting of sufficient funds and the cooperation of state educational agencies.

The prison has never had a real parole system. The warden serves as parole officer. The number of men involved is small, but the need of an adequate parole system is recognized in all penal institutions.

In spite of the cramped space available for outdoor exercise, baseball games with outside teams are played and recreation is permitted twice a week in addition to Saturday and Sunday. Several games which take little space and draw a large number of men into active participation, such as volleyball and playground ball, should be utilized. The appearance of the grounds inside the walls has been much improved.



## OHIO

### GENERAL STATEMENT

The prisons of the state are under the direction of the Department of Public Welfare which has charge not only of the penal institutions but of other state institutions, such as hospitals, industrial schools, and juvenile research bureau. The Director is appointed by the Governor for a term the same as that of the Governor. This office carries a salary of \$6,500 a year.

While the arrangement of having the Director a member of the Governor's cabinet has its advantages, it means ordinarily that the Director of Welfare changes every two years while the heads of the institution continue, as they are under the Civil Service. On this basis, by the time the Director of Welfare has learned to know the administrative heads of the institution well enough to estimate their ability and capacity, his term of office is up and the process begins anew. The direction of a large number of institutions for a variety of purposes, is a highly specialized task and one that calls for training as well as administrative capacity. The present method of giving the Director of Welfare but a two year term does not seem at all likely to give continuity of administration to the various institutions of the state or to the development of a consistent policy.

The Ohio Board of Clemency consists of two members and a secretary who are responsible for recommendations for clemency, the parole policy and program. The members are appointed by the Governor and report to him and the Director of Public Welfare. The report of this board for the year ending June 30, 1927, contains a discussion of parole which, like the reports of Minneapolis and Michigan, and the special study of parole in Illinois, contains much material of general interest.

## OHIO PENITENTIARY COLUMBUS, OHIO

Visited July 31 & Aug. 1, 1928.

In 1815 the Ohio State Prison was established. In 1830 it was moved to its present site, a few blocks from the main street of Columbus. It is now entirely surrounded by the city.

### I. GROUND AND PLANT

The administration building forms the center of the front of the prison, with cell houses on either side. The buildings of the prison proper and the industrial shops, differing in period and type, are for the most part grouped around a central yard.

During the last year an extensive building program has been carried on to increase the housing capacity and to provide an adequate chapel.

**1. Housing**—The cell blocks with one exception have been torn out from the old cell houses and new cells have been built in. The old chapel building has also been made into living quarters. The section formerly used for the women is being remodeled into trustees' quarters. The prison now has 280 cells, 5.6" x 7.8" and 7 feet high in one cell house, and in others 408 four-man rooms and 34 eight-man rooms. The fronts of the 408 cells are made of heavy wire, similar to that used for the fences around industrial plants. It leaves the whole front of the cell open and so facilitates ventilation. In all of the new construction a good quality of plumbing has been installed. In addition to the quarters mentioned above one of the old cell houses has been turned into a two-story dormitory. The completion of the present building program will make it possible to do away with several temporary dormitories and will put the living quarters of the prison in quite good shape, with the exception of one old cell block still to be remodeled and the two-story



dormitory which is dark, poorly ventilated and overcrowded. Another cell block which is not modern in construction is to be torn out and replaced by one of modern design.

**2. Farm**—The prison does not own a farm but operates a leased farm and garden.

## II. ADMINISTRATION

**1. Control**—(See General Statement on Ohio.)

**2. Warden**—Preston E. Thomas was appointed warden in May, 1913. He has been in the service of the state for 24 years. The office of warden comes under the Civil Service.

**3. Deputy**—J. C. Woodward was appointed deputy in 1913. He had had four years of previous experience in the prison.

**4. Guards**—There are 130 guards, most of whom work on a 12-hour shift with two days off each month and two weeks' vacation a year.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3600	quarters and maintenance
Deputy warden .....	2100	and quarters
Guards .....	1200 to 1440	with one meal daily and uniform supplied
Doctor .....	2200	and quarters
Chaplain .....	1800	
Chief clerk .....	3000	
Matron .....	460	

There is no pension provision.

## III. PRISONERS

**1. Population**—On August 1, 1928, when the prison was visited, the prison population was 4345.

The following data are given in regard to the 1596 men received during the year ending June 30, 1927.

**Ages when received:** The average age is 34 years.

**Nativity:**

Native born ..... 1446      Foreign born ..... 150

The foreign born were from the following countries:

Austria .....	14	Ireland .....	11
Canada .....	13	Italy .....	26
Hungary .....	11	Poland .....	12
23 other countries .....	63		

#### Race:

White .....	1104	Negro .....	492
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#### Education:

Illiterate .....	154	High school .....	239
Public school .....	1160	College .....	43

**Sentences:** The minimum sentences of men entering the institution during 1927 are given as follows:

Under 5 years .....	1102
Bet. 5 and 10 years .....	321
" 11 and 20 " .....	72
" 21 and 33 " .....	12
Life .....	79
Death .....	10

Electrocution is the form of execution in the state of Ohio. Ten men were executed in the last reported period.

**2. Classification**—Some groups are segregated but in the present overcrowded condition of the prison no scientific system of classification is possible.

**3. Insane**—On order from the Director of Welfare insane prisoners may be transferred to a state hospital, but border-line cases are usually held in the prison.

## IV. DISCIPLINE

**1. Rules and Regulations**—A printed statement of advice is given each prisoner in place of a rule book. All cases come before the deputy at a court held daily. There is no silence system. Men are permitted to write two letters a month and books and magazines may be received direct from the publisher.

Monthly visits of three hours' duration are allowed. Visitors may bring lunch and eat it at tables placed in the visiting room.

Men are allowed to purchase tobacco, candy and toilet articles, not to exceed \$1.00 a week, at the prison store.



**2. Punishments**—Loss of privileges such as yard recreation is used for lesser offenses. For more serious offenses men are confined in the punishment cells in a building near the deputy's office. The cells are small and without plumbing, but are light. Narrow steel shelves are used as beds. A semicircular door is placed inside the usual barred door. The prisoner may be locked in a standing position between these doors, which form a semicircular steel cage, for eight or more hours a day. Men may be confined in these cells for a few days or for a period of several weeks. The diet for the short-time men is bread and water.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate building and has a normal capacity of 144 beds. There are six wards of from 10 to 40 beds in one of the cell blocks available for the care of inmates whose condition does not necessitate hospital care. An operating room is equipped for major surgery and an adjoining room similarly equipped for minor surgery. There is full X-ray equipment, including fluoroscope, and some physiotherapy equipment. There is no diet kitchen and all food must be sent in from the general kitchen. There is a laboratory equipped to do the usual clinical hospital work.

**2. Medical Staff**—The hospital is in charge of a full-time physician who is the only civilian member of this department. He is assisted by an inmate physician. A part-time dentist visits the prison when called. An inmate dentist devotes all his time to prison work. Twenty-eight inmates are assigned to hospital duty.

**3. Medical Examination and Care**—On admission each inmate is given a physical examination, is vaccinated for smallpox and typhoid fever, Wassermann tests are made, and his dental and eye condition determined. Glasses are fitted by a local optometrist. Several specialists in Columbus give their services for surgical and other work when called upon.

One ward of the hospital is set aside for tuberculous inmates who are given a special diet of eggs, milk, lemons, and sugar.

Venereal cases are placed under treatment.

**4. Psychological Work**—There is no psychiatric examination except as symptoms develop. An intelligence test is given by the chaplain.

**5. Commissary**—The commissary occupies a separate building in the yard. The kitchen and bakery are placed in the center and in wings on the sides are the mess halls. Men are seated at tables, all facing one way. Aluminum dishes are used. The general arrangement of this department as a whole is satisfactory. It is well lighted and ventilated, and considering that it has to serve about three times as many as it was built for, a good standard of sanitation is maintained.

The diet is sufficiently varied to prevent monotony and is supplemented by the products of the prison garden. Milk is supplied from the State Farm at London. Once or twice weekly, as the supply permits, milk is furnished for drinking. Food is served mess style and, owing to the overcrowded condition, three sittings are necessary for each meal. Meats and desserts are rationed. Outside food must be eaten in the visiting room.

**6. Baths**—There are 36 showers in the bath house and 12 unenameled iron tubs. One bath a week is given to the general population. In the summer commissary details and power house men bathe more frequently. A new bath house is planned.

**7. Recreation**—Saturday and holiday afternoons are given during the summer. Baseball is the principal sport. The prison team plays in an outside league. Trustees are permitted to use the recreation yard from 7.00 to 8.00 in the evenings.

**8. Entertainment**—The completion of the new chapel will make possible the development of a more adequate entertainment program. In the past there has been no room with a seating capacity adequate to take care of more than a fraction of the population.

## VI. INDUSTRIES

**1. Workshops**—The workshops, built at different periods, vary as much in type, construction, and working conditions as they do in age. While some afford good working conditions, many of them are very much overcrowded, the ventilation and lighting inadequate and the equipment out of date.



A large room on the second floor of one of the yard buildings is fitted up with benches. Men for whom the institution does not have work are congregated in this room during work hours.

**2. Character**—The industries in Ohio are on the state-use basis.

**3. Employment**—On the day the prison was visited, August 1, 1928, the population of 4,345 was distributed as follows:

Honor men working outside prison.....	663
Brick manufacturing .....	356
Stone quarry .....	125
Truck garden .....	30
Various state institutions .....	68
Trucks, garage, etc. ....	47
Utility .....	13
Clerical .....	24
Within the walls .....	1505
Hospital .....	37
Band .....	50
Construction .....	248
Auto-tag shop .....	158
Cotton mill .....	101
Knitting mills .....	114
Machine shop .....	80
Printing shop .....	39
Furniture shop .....	68
Shirt shop .....	81
Shoe shop .....	22
Soap shop .....	25
Power plant .....	55
Bureau of Identification .....	28
Tailor shop .....	68
Tin shop .....	27
Woolen mill .....	304
Maintenance details .....	597
Idle men .....	1200
Men in school .....	380

**4. Vocational Training**—The new construction work offers considerable opportunity for vocational training, but the regular industries give little.

**5. Compensation**—Men in the industries are paid from one to five cents an hour. The men with families ordinarily are given the larger rate and 90 per cent of the inmates' earnings are sent to the families each month.

## VII. EDUCATION

1. **Library**—There is a fairly good, but badly crowded, library of over 25,000 volumes in the school building; a large percentage is for use in the school work. It is in charge of the chaplain. There is no appropriation and books are obtained by gift. Much soliciting for new books is done through newspaper and other public appeals. The circulation is 5000 a month. Current magazines are obtained by gift and from newsdealers' excess stock.

2. **School**—There are two major types of educational work: the compulsory day school extending through the sixth grade and enrolling 388 men; the Intra Wall Correspondence School covering subjects beyond the sixth grade and enrolling 500 men. The day school is in session from 7.30 to 11.00 A. M. and 12.00 to 3.30 P. M. five and one-half days a week throughout the year. On Saturday afternoons a debating class is held. In the Intra Wall School the courses used are largely those of the International Correspondence School. They are paid for by the prison.

Some additional courses have been developed by the chaplain's staff, lesson sheets being mimeographed at the prison and text-books issued from the library. Twelve or fifteen inmate teachers are assigned to the Intra Wall School and an equal number to the day school. An annual appropriation of \$4000 is made for educational work. There are six schoolrooms, seating an average of 35 each, in one of the yard buildings. They are badly in need of renovation. The whole program is in charge of the chaplain.

## VIII. RELIGION

1. **Chapel**—A new chapel designed to seat 3,100 inmates was under construction when the prison was visited.

2. **Chaplain**—There is one full-time chaplain and two part-time chaplains.

3. **Services**—Catholic, Protestant and Jewish services are held on Sunday. Attendance is compulsory.

4. **Other Agencies**—Christian Science services are held weekly. The Volunteers of America conduct services from time to time.



## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

Paroles are made by the authority of the Ohio Board of Clemency. (See General Statement on Ohio). During the past year, 499 men were paroled and 66 were returned for violation. The method of making reports is a statement signed by the paroled man.

## XI. Cost

Gross cost for the year ending 6/30/27 . . . . .	\$680,827.28
Earnings . . . . .	172,057.21
Gross per capita cost . . . . .	216.27

The cost of new construction is not included.

## COMMENT

In population and wealth Ohio ranks fourth among the states, following New York, Pennsylvania and Illinois. New York has four prisons, Pennsylvania has three and Illinois two. Each of these states has, in addition, a reformatory for men and one for women and New York has an institution for defective delinquents. Ohio has only one state prison, a reformatory for men, one for women, and a farm prison. Both of the reformatories are overcrowded to a greater degree than similar institutions in any other state. The farm prison at London is not overcrowded, but the population of such an institution cannot be greatly increased beyond the one thousand planned for without defeating the purpose for which it was established. The ancient plant at the State Penitentiary in Columbus, one of the largest prisons in the country, suffers from a condition of overcrowding worse than that in any other large prison. The need of another institution in the Ohio penal system has been apparent for

many years, but the state is only now taking steps to alleviate the conditions at Columbus, and nothing is being done to provide a second main prison. Not only can Columbus not care for an increased population, but it is already too large a prison to be operated on any other lines than those of blanket treatment. Even with the completion of the present building program it will be able to care for its present population only under conditions that fall far below accepted modern standards for housing prisoners. The need of a forward-looking policy of extension becomes every day more apparent. The present situation should not be tolerated. Ohio, like many other states, has allowed its prison population to get far ahead of its building program, and socially-minded citizens should demand legislative and executive action without delay. When overcrowding is coupled with the amount of unemployment found here, the state of affairs becomes increasingly critical.

By an effective use of inmate labor progress has been made recently in providing increased and improved living quarters. The old chapel has been ripped out and a new cell block has been built in its place. An excellent auditorium building is being erected. The old building for women has been replaced by a dormitory building for trusties. On the cell block and dormitory building enough money was saved to build another cell block. An example of the methods which, coupled with efficiency in managing the building operations, resulted in this saving, is the use of heavy wire mesh in place of steel bars. The men employed on the auditorium and on the new trusty building appeared to be working with interest and under almost no supervision from officers.

The process of reconstruction and new construction should be continued. The old cell block, without plumbing, is a very poor one and the main dormitories are equally poor. In a neighboring state, Indiana, there are dormitories which in construction and upkeep are far in advance of the Columbus dormitories. Indiana may well claim to have the best prison dormitories in the country; those at Columbus are certainly among the worst. The mess halls are too small for the present population. This might be remedied by the erection of a second floor over the mess hall building, as Missouri and other states have done. The schoolrooms need renovation and repairs and



few of the shops come up to modern standards in construction or upkeep.

It is safe to assume that the prison is not to be moved from its present location, although the state might well have considered long since the building of an entirely new prison in a more suitable location and the abandonment of an old plant that will always be something of a handicap to any constructive penal program. The construction work which has been done here with inmate labor demonstrates, as in other states, that new institutions can be built at greatly reduced cost and that there are few more profitable and beneficial methods of employing inmate labor. On the new auditorium, for example, inmates have worked long hours without guards and have produced a building worthy of the most skilled free workmen.

The second striking characteristic of this prison is the idleness. Not only are the shops old but they are overcrowded. Even so, there is not enough work for the large population and from 1200 to 2000 men are on the idle list. Idleness is made more conspicuous here than in many prisons by the use of the "idle room," in which hundreds of men spend their days sitting on benches in absolute idleness, under the eyes of guards. This is better than keeping unassigned men locked in their cells or in the dark and crowded dormitories, but no state should tolerate either condition. The degenerating effect of idleness needs no comment, nor does the economic folly of supporting hundreds of able-bodied men in idleness.

Ohio has had the same difficulties in developing prison industries under the state-use system that other states have had, and is in fact behind several similar states in its industrial program. The obstacles which selfish interests, representing both free labor and organized manufactures, have been able to put in the way of the prison industries should be removed. It is doubtful that the industries will be successful even then, from the standpoint of providing employment and producing revenue, unless the state-account principle, permitting surplus products to be sold on the open market, is adopted, as urged in the 1927 report of the Department of Welfare.

Prisoners can be employed with profit to themselves and to the state, but not until proper industries in adequate shops have been

established and have been allowed to operate without the restrictions from which outside industries are free. The legislature will be requested at the present session to provide funds for better shops. These should be granted and necessary action should then be taken to remove the handicaps which today make the industrial program a disgrace to the state.

The salaries of officials in the Ohio penal institution are notoriously low. The warden's salary here is not commensurate with the importance of his position and the scale for the minor officers and guards is also low. The public's attention was recently called to this fact by the implication of a bribed guard in the escape of a prisoner. The subsequent investigation showed graphically how poorly paid the guards are and to what temptation they are subject on that account.

A second occurrence which received widespread publicity was the fire which destroyed a wooden building used as a dormitory for prisoners at the brick plant. The shocking loss of life which took place, when prisoners were unable to free themselves from the burning building, called attention to a condition which is paralleled in many other states where prisoners, especially on the farms, in road camps and on other outlying details, are quartered in buildings that are fire-traps, with inadequate provision for their immediate release in case of fire.

The hospital at this prison was built for a population approximately half the present size. The diet kitchen space has been taken over for other hospital purposes, thus making it necessary to have all meals sent in from the general kitchen. Owing to the overcrowded condition in the hospital, orderliness and the general sanitary conditions were not up to recognized hospital standards.

An outside hospital with a capacity of 144 beds would require the services of a number of physicians and nurses. To do the best work, it is equally important that a prison hospital should have an adequate staff. However, at this hospital there is but one civilian physician who is responsible for all of the work and who must rely upon untrained inmates for the major part of his assistance.

It would seem that provision should be made for an adequate



hospital staff and that the medical director should be given a salary more in keeping with the responsibilities of his position.

In spite of the location of the prison in the heart of the city there is still some yard space within the walls. The shaded lawns between the cell house and mess hall are planted and well cared for. The recreation field back of the mess hall is a fair sized one, though quite insufficient for the present population, but the schedule of outdoor recreation is more restricted than in most prisons. In a prison that is overcrowded and that has much unemployment a fully developed program of outdoor recreation is especially needed. The effect on physical and mental health is clearly recognized in prisons today.

The chaplain is to be commended for his efforts to establish an effective educational program in spite of the very poor and crowded rooms which constitute the only facilities for classroom work. There is little of significance in the compulsory day school giving instruction through the sixth grade, although the debating class held each week is evidence of a desire to vitalize and make interesting even this stereotyped program. The major emphasis has been put on what is called the Intra Wall Correspondence School. This resembles in some respects the work carried on at San Quentin, although at the latter prison University of California correspondence courses are used, while Columbus purchases its courses from the International Correspondence School. A comparatively large sum, \$4000 a year, is available for this purpose and the chaplain's staff makes the fund go as far as possible by mimeographing lesson sheets and supplying text-books, of which the library has a large supply. In other respects the library is undistinguished.

There is need here, as elsewhere, of a coordination of academic and vocational courses and of the latter with actual practice in the shops, maintenance details or in trade schools. The educational resources of the state and the city should be drawn on for an extension of the educational program and an increase of its effectiveness. The chaplain, who has also established an unusually good religious program, should have the assistance of at least one well-trained educational expert, preferably a man trained in vocational education and guidance. Only the development of morale in the inmate staff which assists him in his educational and religious work has made it pos-

sible for him to accomplish what he has in this very large prison and to find time for a large amount of public speaking in behalf of his projects.

In the brief visit to the prison which was allowed the representatives of the Society, less time in the prison itself than in any other prison in the country, it was impossible to form an adequate estimate of the morale of the inmates or of the disciplinary methods which are now in vogue. The warden denied the habitual use of methods which were criticized sharply in the 1926 Handbook on the basis of statements which he made at that time. That the cage in the punishment cell is still in use, although such devices are seldom encountered in prisons today and are considered neither justified nor necessary, was not denied, nor was the existence and use of the idle room. A prison with a physical plant so bad and with idleness so prevalent can not have a really good morale, unless extraordinary steps are taken to counteract their effects. It would require a thorough survey of this prison, made with entire freedom from restriction, to determine to what extent Ohio is reaping the fruits that may reasonably be expected from conditions of grave overcrowding and idleness, and restricted space in an institution which has not grown away from the old ideas of penology to the degree that institutions have in many other states.



## LONDON PRISON FARM

### LONDON, OHIO

Visited March 13, 1928.

This institution was established by an act of the General Assembly in April, 1913. It was originally a branch of the state prison, but in 1925 it was made a separate institution. The inmates are transferred from the Ohio prison. It has not yet been made an institution of original commitments.

#### I. GROUND AND PLANT

The reception room in the administration building is one of unusual attractiveness and dignity. On either side of this room are offices and on the second floor is the hospital on one side and chapel on the other. A building joining the administration building has the commissary department on the first and a dormitory on the second floor. At the rear of this wing is another at right angles to it. On one side are dormitories on two floors and on the other side is the industrial building on two floors. At the end of the industrial building is a section of 70 cells for disciplinary and quarantine purposes.

The buildings are unwallled but are surrounded by two wire fences far enough apart so that there is room for guard towers.

These buildings, constructed entirely by prison labor, are another illustration of the fact that prison labor can be used effectively for the construction of penal institutions. The buildings are well constructed and the work well done.

**1. Housing**—There are no cell houses. Dormitories are used entirely for the general population. There are three dormitories planned for about 300 men each. The old dormitory has housing facilities and toilets in one end of the room. In the new dormitories it is planned to include a few shower baths as well. The dormitories are well lighted and ventilated. At the time the prison was visited the beds were spring cots equipped with mattress, blankets, sheets

and pillowcase. The dormitories are orderly and a high standard of sanitation is maintained throughout.

**2. Farm**—The state owns about 2000 acres of land and rents in addition 500 acres. In addition to the buildings of the institution, farm buildings of largely fire-proof construction have been erected and intensive farming has been developed.

Men working on the farms are housed in dormitories situated at some distance from the institution proper. While the dormitory buildings on the farm are fairly good they are not of fire-proof construction and are not up to the standard of the rest of the institution.

## II. ADMINISTRATION

**1. Control**—(See General Statement on Ohio.)

**2. Supt.**—W. F. Amrine was appointed manager in 1922 and superintendent in 1925 when this institution was separated from the state prison. He had been assistant superintendent for three years previously and also had experience in the Mansfield Ohio Reformatory and Huntingdon Reformatory in Pennsylvania and as parole officer. Altogether he had 25 years' of experience.

**3. Asst. Supt.**—F. O. Bostwick was appointed assistant superintendent in 1922. He had previously been a penitentiary guard and had been on the police force.

**4. Guards**—There are 37 guards who work on 12-hour shifts with one day off every other week and one week's vacation every six months.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$4200 and partial maintenance
Asst. supt. ....	1800 and maintenance
Guards .....	1020 to 1260 quarters and maintenance
" .....	1200 to 1440 without maintenance
Dentist (part time) .....	1020
Doctor (part time) .....	1200
Construction supt. ....	2700
Farm supt. ....	1500
Chaplain (part time) .....	480

The total number of employees on the payroll is 62.

There is no pension system.



### III. PRISONERS

1. **Population**—On March 13, 1928, when the prison was visited, there were 507 inmates. On the completion of the new dormitory section it is planned to transfer enough men from the state prison to bring the population up to about 1000.

No analysis of population is given in the printed report. All men are received from the Ohio Penitentiary.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—On recommendation of the lunacy commission the Director of Public Welfare may transfer the insane inmates to the state hospital at Lima.

### IV. DISCIPLINE

1. **Rules and Regulations**—The population has been made up, for the most part, of carefully selected prisoners, and therefore no minute set of rules and regulations has been necessary. There is no silence system. Men are permitted to write freely; magazines, newspapers and books may be received directly from the publisher or from the families of the inmates. The same relative may not visit more than once in a month, but the same prisoner may be visited by different relatives. Men are permitted to purchase to the amount of 75 cents a week, tobacco, toilet articles, etc.

2. **Punishments**—In addition to the usual loss of privileges and "good time" for lesser offenses there are isolation cells to which men may be confined, and in the new wing 70 additional cells have been provided for housing men who will not conform to dormitory life.

### V. HEALTH

1. **Hospital**—The hospital is located on the second floor of the administration building. It has two wards of 60 and 20 beds respectively. A well-equipped operating room is available for major surgery. A laboratory is equipped for urinalyses, blood counts, and the examination of smears. There are no X-ray facilities. Food is sent in from the general kitchen.

2. **Medical Staff**—A physician visits the hospital each day. The hospital steward is an inmate; he has one inmate assistant.

**3. Medical Examination and Care**—All inmates of the farm have been first committed to the prison at Columbus and there examined physically. A copy of their physical record accompanies them. Only men free of disease conditions are sent to the farm. Men needing treatment are kept at Columbus. A local dentist visits the prison one day weekly. Persons who are seriously ill or need extensive treatment are returned to the Columbus prison.

**4. Psychological Work**—No routine work is done here as all examinations are made at Columbus.

**5. Commissary**—The mess hall is in the wing of the administration building. It is perfectly lighted, well ventilated and unusually attractive for an institutional mess hall. The men are seated at tables facing one way. The kitchen and bakery at one end of the mess hall are adequately equipped and well arranged. The commissary department as a whole is maintained with the highest standard of sanitation.

The diet is varied and well adapted to the inmates' needs. All the men are engaged in outdoor labor and require a heavier diet than if employed at light work only. Fruit is served daily and the farm supplies the vegetables. Food is not rationed. All milk comes from the farm dairy.

**6. Baths**—The bath house, in a semi-basement, is not very satisfactorily located. The ventilation is inadequate and the showers hardly enough to care for the population. It is planned to put in a few showers in the new dormitories.

**7. Recreation**—The recreation schedule appeared to be more restricted than in most institutions. Baseball is the principal sport.

**8. Entertainment**—Inmates stage two shows a year and occasionally outside shows are given. Movies are not shown regularly. There is no radio available for the general population.

## VI. INDUSTRIES

**1. Workshops**—In the new wing are two large workshops. They will provide working conditions up to modern factory needs in every respect. At the time the institution was visited it had not been determined what industry would be installed.



**2. Character**—Industries in Ohio are on the state-use basis.

**3. Employment**—When the institution was visited, 144 men were used on the farm, the balance, 363, were used on construction work and maintenance details.

**4. Vocational Training**—The construction of new buildings has provided an unusual degree of vocational training.

**5. Compensation**—Men with no dependents, working under guard, are paid one cent an hour; honor men two cents an hour, and those with dependent children under 16 years living in Ohio, five cents an hour.

## VII. EDUCATION

**1. Library**—A library of 2000 volumes is in the main building. The books are in fair condition and represent a fair selection. There is no appropriation. Churches have helped to secure books. The monthly circulation is about 700. At the honor camp there are 1500 books in poor condition and not supervised as carefully as the main library. No magazines are subscribed for but a fairly large supply is received by gift. The London library has been helpful in this respect.

**2. School**—There is no school work and there will not be until the schoolrooms in the new wing are available. A few men transferred from Columbus are continuing their correspondence courses.

## VIII. RELIGION

**1. Chapel**—A large room on the upper floor of one end of the administration building is used as a chapel and general assembly room. While well lighted and ventilated it is hardly sufficient for the increase in population.

**2. Chaplain**—There are two part-time chaplains.

**3. Services**—Catholic and Protestant services are conducted weekly.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

(See General Statement on Ohio for parole authority.)

During the year ending June 30, 1927, 245 inmates were paroled and 29 were declared violators.

## XI. COST

Operating cost for the year ending 6/30/27..	\$177,051.46
Per capita cost.....	351.29

In addition to this sum \$122,878.17 was expended in new construction. Earnings do not enter in the prison account, but the farm production for the year amounted to \$126,381.26.

## COMMENT

The plant of this institution was still being built when it was visited and standards and policy were still in process of development.

Two high wire fences placed some distance apart, with guard towers at regular intervals, represent a substantial saving to the state and are apparently as effective in preventing escapes as more expensive walls would be.

The institution, well planned and well built, is an interesting demonstration of the type of construction work that can be done by inmate labor. It has given many men valuable training and has effected a substantial saving to the state. It is one of the few penal institutions in the country in which dormitories are used exclusively for housing the general population, the cells being used only for quarantine and disciplinary purposes. (See Ionia, Michigan.) These dormitories are well lighted and ventilated. Excellent toilet and lavatory facilities are provided and, since the prison was visited, shower baths have been installed in all dormitories. Dormitories present a difficult problem of supervision, which is intensified if double-deck bunks in place of cot beds are used. If the dormitories are used to house only the number of men originally planned for, they will afford one of the best opportunities in the country of testing the actual utility of the dormitory system for prisons.



The lack of an educational program should be remedied without delay when the buildings are completed and schoolrooms made available. Some work could be done in quarters now available. The work of the farm fortunately supplies much vocational training, which can profitably be coordinated with academic instruction. The library is only fair and needs to be built up with the aid of a regular annual appropriation. For prisoners of the reformatory age education is an unquestioned essential.

Industrial buildings of a modern type were under construction and near completion when the institution was visited. If the institution is used for first and younger offenders it is especially desirable that a type of industry which has vocational value be installed here. The completion of the building program and the addition to the population made possible by the completion of the dormitories will make a large number of men available for work. If industries are not developed, idleness will become as great a problem here as it has been for so long in the other institutions of the state.

Farm buildings of a modern type of construction have been erected and the entire farm operations give excellent employment to a considerable number of men. Quarters of a fire-proof type for the farm men should be erected to replace the rather crude wooden structures in which they have been housed for some time. Disasters in Texas and Ohio within the past year illustrate the grave dangers of wooden buildings for prisoners.

The excellent possibilities of this institution appear to depend primarily on three factors: keeping the population down to the number planned for, developing industries sufficient to employ all the men and of a type suitable for younger inmates, and promoting a full development of such activities as education, recreation and some type of inmate community organization, which have demonstrated their value in building up individual and group morale.

## OHIO STATE REFORMATORY

MANSFIELD, OHIO

Visited April 30 & May 1, 1928.

The corner-stone of this institution, laid in 1886, indicates that it was originally intended to be an "intermediate penitentiary," but the name was changed to Reformatory before the institution was opened in 1896. The institution was designed to take care of men from 16 to 21 found guilty of state offenses less than murder, and for those from 21 to 30 it was left to the judge to decide whether or not they were to be committed to the reformatory or the state penitentiary.

### I. GROUND AND PLANT

The main buildings of stone form the front of the prison. Along the back are the factories with an athletic or drill field in the center of the institution. The wall surrounds about ten acres.

**1. Housing**—There are two cell houses. One has 280 cells, 8 x 6.8" and 8 feet high on five tiers, and 40 cells built for two men each. In the other cell house are 605 cells 5.8" x 8.8" and 7.10" high on six tiers. The cell houses are well lighted and ventilated and would be reasonably adequate for the number of men they were intended to house, but when the cells have two men in them and the larger ones have four, the problem of ventilation becomes acute. The cells all have lavatory and toilet facilities rather better than most cell houses built at the same period. The cells are equipped with strap-iron hanging beds which are supplied with mattress, blankets and one sheet. Pictures are restricted to those of members of the inmate's family.

In addition to the cell houses there are nine dormitories in which 716 inmates are housed. These dormitories are placed in various parts of the prison, one on top of the cell house and another in part of the chapel. For the most part double-deck bunks are used in the dormitories. Washing and toilet facilities of a temporary nature have been arranged wherever possible.



A new dormitory for trusties is being erected outside of the walls. The housing capacity of this is about 250. It is a fire-proof structure and well adapted for its purpose.

**2. Farm**—In addition to the 900 acres of land owned by the state a number of other farms were rented and extensive farm operations carried on.

## II. ADMINISTRATION

**1. Control**—(See General Statement on Ohio.)

**2. Supt.**—T. C. Jenkins was appointed superintendent in 1918 under the Civil Service, for an indefinite term of office. He had formerly been superintendent of the prison school, field representative and assistant superintendent. He has been in the service of the institution since 1905.

**3. Asst. Supt.**—O. F. Garver was appointed January, 1923. He has been in the institution since 1913 in various capacities.

**4. Guards**—The 52 guards work about 11 hours a day and have every other Saturday afternoon and Sunday off and 14 days vacation each year. The guards are given temporary appointment by the warden and then take the Civil Service examinations. There are also ten guard teachers and 12 guards who work outside the institution.

### 5. Salaries and Pensions—

Superintendent .....	\$3600	quarters and maintenance for family
Asst. supt. ....	2000	" " " " " "
Guards .....	1200 to 1440	
Doctor (part time) .....	3600	
Dentist .....	660	(part time)
Oculist .....		Inmates pay for service
Guard-nurses .....	1560	quarters and maintenance
Shop foremen .....	1670 to 2100	
Farm supt. ....	1440	quarters and garden products
Chief clerk .....	2100	quarters and maintenance
Cook .....	1560	
Educational director .....	2160	
Chaplain .....	1600	quarters and maintenance
Field or Parole officer .....	2000	and expenses

There is no pension provision.

## III. PRISONERS

1. **Population**—On May 1, 1928, there were 2907 prisoners, about 300 of whom were working outside of the institution on farms, in state hospitals, etc.

The following analysis is given of the 1506 prisoners received during the year ending June 30, 1927:

**Ages when received:**

Under 20 years .....	639	30 years .....	11
20 to 24 " .....	641	Over 30 .....	14
25 to 29 " .....	202		

**Nativity:** (Data not supplied)**Race:**

White .....	1162	Negro .....	344
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**Education:**

Illiterate .....	136	High school .....	167
Read and write .....	421	College .....	26
Grammar school .....	723	Unknown .....	33

**Sentences:**

Minimum.....one year	Maximum.....three years	Average.....18 months
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2. **Classification**—In an institution as overcrowded as this one no system of scientific classification is practicable.

3. **Insane**—On recommendation of a lunacy commission the Director of Public Welfare may transfer the insane inmates to the state hospital at Lima.

## IV. DISCIPLINE

1. **Rules and Regulations**—The rules do not provide for any silence system. One letter a month is allowed to members of the family. Books, magazines and newspapers may be received direct from the publisher. Smoking was not permitted at the time the institution was visited. The visiting rule allows for one visit a month, but is not strictly adhered to. Visitors may bring food to be eaten with the inmates.



**2. Punishments**—Loss of privileges and of "good time" is the principal form of punishment and the vast majority of offenses consist in using tobacco. There are also 15 punishment cells, a few of which are practically dark and which may be used for more serious offenses.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate wing two stories in height and has a capacity of 62 beds, distributed in three wards of 10, 20 and 30 beds and two rooms of one bed each. Major surgery is done by the prison physician, X-ray equipment with fluoroscope is available and laboratory facilities for making urinalyses and blood counts. A diet kitchen supplies the patients and attendants.

**2. Medical Staff**—The physician in charge is on full-time basis, but has an outside practice and spends about three hours daily at the hospital. In his absence a guard who has spent ten years in this department supervises the hospital work. A part-time dentist and 16 inmates complete the hospital personnel.

**3. Medical Examination and Care**—Each incoming prisoner is examined by the guard. The physician sees only those cases referred to him by the guard. Wassermann tests and smallpox vaccination are given to all on admission. A dentist spends one and a half hours daily in prison work and sees all new inmates. Eye examinations are made only on complaint. A local optometrist fits glasses. Tuberculous inmates are housed in one ward of the hospital. Their diet is supplemented with eggs and milk. Venereal cases are placed under treatment.

**4. Commissary**—The mess hall is located on the first floor of a new building in the yard which is joined to the central guard room. Men are seated at tables facing both ways. The mess hall is well lighted and ventilated. Two sittings have to be served at each meal which increases the problem of sanitation. The tables are of such construction that keeping them clean and free from odor is difficult. The kitchen and bakery are located in semi-basement rooms. The equipment and arrangement are quite satisfactory, but

it is impossible to ventilate them properly and no sunlight enters them.

Considering the overcrowded condition and type of construction, a good standard of sanitation is maintained.

The diet is varied. Meat is fed generously. Fruit is served daily. The prison has its own garden and dairy. Skimmed milk only is used for cooking and drinking purposes. The food is rationed for all but the farm workers. Outside food may be eaten only in the visiting room.

**6. Baths**—A new showerbath room was to be built to replace the old one which was unsatisfactory in almost every way. One bath each week is given to the general population and commissary men have two a week. A few of the dormitories have showers for the use of the men housed there.

**7. Recreation**—The men are given some time in the yard daily for recreation or military drill, Saturday afternoon from 2.00 to 4.00 and Sunday from 1.30 to 3.00 o'clock. Baseball, volleyball and basketball are the principal sports. In addition to having teams in the city basketball and baseball league there is an indoor prison league for kittenball. Recreation is supervised by the assistant superintendent. Supplies are purchased with receipts from ball games, band concerts and shows. In addition to the space available in the yard for recreation a room in the new chapel provides space for basketball games.

**6. Entertainment**—The completion of the chapel will make it possible to have moving pictures which up to this time have not been possible, as there was no place in which to give them. Inmates stage one show a year for outsiders. There is a radio outfit in each dormitory and earphones are used in place of loudspeakers.

## VI. INDUSTRIES

**1. Workshops**—The industries are housed in a group of buildings at the rear of the prison enclosure. All of them afford good working conditions for the number of prisoners planned for but on account of the increase of population the number of men assigned to each shop is nearly double the number actually required. The



machine shop is good and that of the shoe and print shops is up to the standard found in any other institution of this type. The workshops as a whole show the overcrowded condition of the institution as much as do the quarters for housing and the commissary department.

2. **Character**—All of the industries are on the state-use basis.

3. **Employment**—The following figures show the industrial distribution for the week ending April 28, 1928. Part of the men are assigned all day, part for the forenoon only and part for the afternoon only. The figures given include the average for the day:

Manufacturing and sales dept. ....	952
Maintenance (trusties) .....	327
Maintenance (others) .....	682
Honor camps .....	309
Unassigned .....	43

Total.....2313

4. **Vocational Training**—A few of the shops have possible vocational value but as the industries are now run little training can be given.

5. **Compensation**—(Data not supplied.)

## VII. EDUCATION

1. **Library**—There is a very poor library of 2000 volumes located in a badly ventilated room between the schoolrooms. The books, especially the fiction, are badly worn. The circulation is reported as 500 a month. No current magazines are subscribed for. There is no appropriation.

2. **School**—Attendance is compulsory for all not assigned to work. Theoretically every inmate goes to school half a day and works half a day. Progress is not related to parole. The work covers the eight grades with a few slightly advanced subjects. The hours are from 7.30 to 11.30 A. M. and 12.30 to 4.30 P. M. with a 45-minute recess for military drill. School meets five days a week throughout the year. The enrolment is 1181 attending half a day and 92 attending all day. There are nine schoolrooms seating from 75 to 95; seven of these are in the new auditorium building. They

are too large and too hot in summer. The school is technically under the State Department of Education. There is an appropriation of only \$150 a year. The superintendent of schools is an officer with other duties. There are nine poorly paid guard-teachers.

Five men are enrolled in outside correspondence courses supervised to some extent by the school superintendent.

### VIII. RELIGION

1. **Chapel**—A new chapel and school building has just been completed. The room is well lighted and ventilated and planned for general assembly and recreation, as well as for religious purposes.

2. **Chaplain**—There is a full-time and a part-time chaplain.

3. **Services**—Protestant and Catholic services are conducted regularly.

4. **Other Agencies**—Volunteers of America, Jewish, Christian Science and Salvation Army services are also conducted.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

The authority is the Ohio State Board of Clemency whose members are: George A. Eige and Fred H. Reighard. The institution has four field officers to check on the men paroled. In the first six months of 1927, 509 men were paroled. In addition to the visit of the field officer, the men send in monthly reports by mail.

### XI. COST

Gross cost for the year ending 6/30/27.....	\$444,095.48
Per capita cost.....	214.10

The net cost of the institution to the state was reduced \$75,346.42 earned by the industries. These do not enter into the prison accounts. In addition to the operating cost \$71,308.75 was spent in new construction.



## COMMENT

This reformatory with a population of over 2900 (including 350 men employed on farms and at other state institutions) is the largest in the country. It is at the same time one of the most overcrowded of all the prisons and reformatories and has a problem of unemployment as bad as that of any other institution of major importance.

The plant covers ten acres and there is ample space for expansion. There are, however, cells for only 900 men. With inmates doubled in cells as far as possible, a large part of the population must be quartered in nine dormitories, several of which are quite unsatisfactory; one, situated over a cell block, is very badly ventilated; this dormitory could be made larger by carrying the floor out to the walls of the building. One of the cell blocks is badly in need of paint, both outside and inside the cells. In its upkeep the whole plant shows the effect of overcrowding and overuse of every department. The mess hall and commissary department are particularly overworked and the former has a distinct odor from the damp tables, which must be scrubbed down between the two sittings at each meal. The kitchen and bakery are badly located in the basement. The plant is in general of the prison type, with castle-like main buildings and brick shops at the rear of the large enclosure. By far the best building is the new auditorium, built by inmate labor. A new dormitory outside the walls is also being built.

It is difficult to see how a great state like Ohio can longer tolerate the inadequacy of the plant as a whole, designed as it is to care for that part of its penal population which is considered most reformable and which is most susceptible to environmental conditions, either good or bad. The fact that the same condition exists at two other major institutions, the State Penitentiary and the State Reformatory for Women, is no justification for the tolerance of conditions which defeat the whole purpose of the institution.

With the overcrowding goes a most serious condition of unemployment and partial employment. Every detail is so overmanned that the inmates receive very bad training for work in outside industries. Theoretically every man works half a day and goes to

school half a day. In actual practice there are so many men in every industry and maintenance detail that they almost fall over each other. There is an excessive amount of handwork of little value in such industries as the furniture shops. Those shops which could have marked vocational training value, such as the print shop, are so overmanned that their value is destroyed, and the school is little better than a dumping ground for hordes of men who can not be employed otherwise. In no industry do men appear to be working with a will, except the few men employed in such skilled work as the setting up of new machinery. Interest would undoubtedly be aroused in the print shop if more state printing were available and the detail were cut down to proper size.

The new auditorium deserves special comment. It is an excellent example of what inmates can do when given a worthwhile and interesting project to work on. It is probably the best auditorium building in any American penal institution. The design is unique, the floor space in front of the stage being large enough to seat several hundred men and available at other times for recreation, the remaining space being taken up by a sharply sloped bank of seats sufficient to seat the remainder of the population. The ground floor of the building is used for schoolrooms. These rooms are unfortunately too large to permit effective teaching; the size of the classes would tax the best teacher in any school in the country. The educational work, for these and other reasons, is negligible in quality. Even a highly trained staff of teachers would find it impossible to teach effectively in a school filled with men who are forced to go through the motions of education because there are no other motions for them to go through. The teachers are not highly trained and they are poorly paid, but it is not primarily their fault that they are not succeeding in a task which is practically impossible from the start. The reformatory, if there were sufficient work for those men who could best be employed most of the time in industries, could develop a program of correlated academic and vocational work which would have interest and significance for young offenders, most of whom need such education. Under present conditions the educational work can do little more than mark time, with listlessness and growing contempt for education the inevitable fruits of the



process. This fact the local officials are fully alive to; they are not responsible for or indifferent to the futility of one of the most important parts of any reformatory program, the educational work. The State Supervisor of Adult Education has recently shown interest in the institution; some such official should acquaint the people of the state with the conditions that exist here.

The discipline is based on the observance of many rules. One of these, the rule against smoking, is impossible to enforce and the practice of other institutions in permitting smoking within limits should be followed here. Most of the disciplinary cases arise from the non-smoking rule, which is continually broken by the inmates.

The Honor Farm appears to be successfully operated. Within the institution the morale seems bad, as it must inevitably be under the existing conditions. Of 200 men on the May parole list only 40 had never lost "good time." This is the standard punishment here, but use is also made of punishment cells with practically solid wooden doors and others with a semicircular grated cage attached to the back of the iron door. This type of cell is passing out of use even in prisons for old and hardened offenders. It has no place in a reformatory. Men are also shackled to bars in the guard room as punishment, a practice on which no comment is necessary.

The practice of having one officer act as court officer is a good one which apparently produces evenness in handling cases. The bankruptcy court, whereby an inmate who has lost so many credits that he has become hopeless may go into bankruptcy and start over again, is an effective device.

The officials wisely try to offset some of the bad features of the situation by encouraging outdoor recreation. Every effort should be made to develop a program which will cause as many as possible to participate actively in athletics; this is of unquestioned value from the standpoint of health and morale.

Hospital facilities are adequate, but the medical work is badly organized. Too much responsibility is placed on the guard, as he alone sees many of the new prisoners. He also holds the early morning sick call and dispenses medicines on his own diagnosis.

The greatly overcrowded condition at this institution suggests the need for a full-time physician and dentist. Obviously the needs

of 3000 inmates cannot be satisfactorily covered with a part-time medical service and dental service of one and a half hours daily.

The physician should make all the physical examinations and hold the daily sick call. He should also supervise the giving of venereal treatment instead of leaving this in the hands of the guard and inmate attendants.

The plan of releasing seriously ill tuberculous inmates by parole cannot be recommended from a public health point of view. Many times such inmates come from homes not fitted to care for them in their diseased condition and they become foci of infection to endanger the communities to which they go.

In conclusion, it should be recognized that most of the defects of this institution are not chargeable to the resident officials, who suffer from them quite as much as the inmates. The superintendent is a man of long experience. He and his staff, which is little larger than when the reformatory had 900 inmates, have been given a well-nigh impossible task, to which they appear to be devoting both industry and interest. Such conditions as overcrowding and unemployment go back to the state officials who are responsible for the penal policy of the state, and to the legislators who alone can supply the funds necessary to correct them. More than anything there is needed an aroused public opinion which will demand the correction of conditions which are a disgrace to the state and subversive of its best interests. Pendleton, Indiana, is a reformatory which offers many interesting points of comparison.



## OHIO REFORMATORY FOR WOMEN MARYSVILLE, OHIO

Visited March 14, 1928.

This institution was opened September 1, 1916. The first inmates were 29 women transferred from the Ohio State Prison. It is now used both for felony and misdemeanor cases of the state.\*

### I. GROUND AND PLANT

The original building was a two-story stone structure built in the form of a hollow square with a corridor running across the middle making two enclosed courts. It is one of the best buildings in the country among the penal institutions for women. Later buildings for housing inmates and for industrial purposes were built of brick. While the latter do not conform in type and structure with the original, which is an unusually attractive building, all of them are quite satisfactory. A house recently built for the superintendent is totally lacking in architectural beauty or dignity, though a substantial sum was spent on it. The institution has no walls or fences.

**1. Housing**—Inmates are housed in various cottages and in part of the administration building. Each cottage is a unit in itself with sleeping rooms and commissary department; bath, toilet and washing facilities are placed in rooms on each floor. The rooms have outside windows and are well lighted and ventilated. They are painted a variety of colors and are attractively equipped and furnished. The cottages average 49 rooms for inmates. Five corridors in the main building are crowded with beds, many of which are double deckers; 60 inmates sleep in the basement of this building. Ventilation is on one side only.

**2. Farm**—There are 259 acres of land in connection with the institution, including the garden.

\* Since July 23, 1929, only felons have been received.

## II. ADMINISTRATION

1. **Control**—(See General Statement on Ohio.)

2. **Supt.**—Louise M. Mittendorf was appointed March, 1916, for an indefinite term of office. She had formerly been a bookkeeper in a bank and also a probation and juvenile court officer.

3. **Matrons**—There are 17 matrons who work on twelve-hour shifts and have two days off a month and two weeks' vacation after a full year of service.

4. **Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$2000	quarters and maintenance
Supt. of bldg. and ground.....	900	" " "
Matrons .....	480	to 600 quarters and maintenance
Doctor (part time) .....	Fee basis	
Dentist .....	Fee basis	
Oculist .....	Fee basis	
Trained nurse .....	1200	quarters and maintenance
Field officer .....	1200	and expenses

There is no pension provision.

## III. PRISONERS

1. **Population**—At the time the prison was visited there were 475 prisoners. The daily average for the last year was 405. The following data are given for the 557 prisoners received during the year ending June 30, 1927:

**Ages when received:**

Under 20 years .....	48	30 to 39 years .....	153
20 to 24 " .....	159	40 to 49 " .....	68
25 to 29 " .....	109	50 or over .....	20

**Nativity:**

Native born .....	491	Foreign born .....	66
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**Race:**

White.....	357	Negro.....	196	Indian.....	4
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**Education:**

Illiterate .....	60
Read and write .....	67
Grammar school .....	347
High school .....	78
College .....	5



**Sentences:**

Maximum Sentence .....	Life
Minimum Sentence .....	1 year

2. **Classification**—The system of housing the inmates in cottages is well adapted for classification. The short-term misdemeanants are as far as possible kept separate from the rest of the inmates.

3. **Insane**—On order of the Director of Public Welfare, inmates judged insane are transferred to the state hospital for the criminal insane.

#### IV. DISCIPLINE

1. **Rules and Regulations**—There is no silence system. Inmates are permitted to write two letters a month. Books and magazines may be received from the publisher. Visitors are admitted on passes which are issued to immediate relatives only. Monthly orders are permitted for toilet articles, candy, sewing materials, etc.

2. **Punishments**—Loss of privileges and locking in rooms is the punishment meted out for lesser offenses; for others, locking in punishment cells. Some forms of punishment carry with them the loss of "good time", which extends the sentence.

#### V. HEALTH

1. **Hospital**—The hospital is situated at the east end of the administration building. It has one ward of 16 beds and two enclosed porches of four beds each. A well-equipped operating room cares for the major surgery. There is laboratory equipment for urinalyses and gonorrhea slides, a diathermy, ultra-violet lamp and infra-red lamp. There is no X-ray equipment. A diet kitchen is in a room adjoining the hospital.

2. **Medical Staff**—A part-time physician is in charge. A full-time registered nurse is employed. A visiting surgeon, oculist, ear, nose, and throat specialist and a dentist are called upon as needed. Three inmates are assigned to hospital work.

3. **Medical Examination and Care**—Physical examination is given each inmate upon admission. Completeness of examination depends upon the inmate's condition. Wassermann tests are made on

all. Patients needing dental care are taken to the dentist's office. An oculist from Columbus comes on call. Tuberculous inmates are placed in one of the enclosed sun porches and given a supplementary diet of eggs and milk. All venereal cases are placed under treatment.

**4. Psychological Work**—Representatives of the State Bureau of Juvenile Research visit the reformatory monthly and make a psychological examination of all new inmates.

**5. Commissary**—Each of the cottages has its own kitchen, dining room, and small storerooms. The dining rooms are well lighted and ventilated and attractively furnished. In the kitchen the cooking is done on ranges. The equipment, as a whole, is satisfactory and the commissary departments are scrupulously neat and well kept.

The diet is varied and well adapted to the inmates' needs. A vegetable garden supplies many vegetables. All milk is purchased. Each prisoner has milk to drink at least once daily. Fruit of some sort is served daily. Food is not rationed. Outside food is not permitted.

**6. Baths**—Baths and other toilet facilities are provided in separate rooms on the different floors of the cottages.

**7. Recreation**—Daily recreation periods and short periods on Saturday afternoon and holidays are given. The principal sports are volleyball, handball and basketball. There is no recreation building for winter recreation.

**8. Entertainment**—Movies are shown once a week and inmates stage shows about once a month.

## VI. INDUSTRIES

**1. Workshops**—The industries are housed in an industrial building which is admirably lighted and ventilated and in which the working conditions are excellent.

**2. Character**—In the sewing industry, all garments are made for the inmates; also, garments for children's homes and county infirmaries of the state. The law provides that, under certain conditions, all garments for the latter institutions must be purchased from the state. Articles made in the art and toy departments are sold to the visiting public.

**3. Employment**—On March 14, 1928, when the prison was visited, the 475 inmates were employed as follows:



Making rag rugs .....	50
Laundry .....	50
Making clothing .....	52
Quilting .....	20
Art and fancy work .....	100
Gardens .....	85
Details and maintenance .....	118

4. **Vocational Training**—Maintenance details and some of the sewing work have considerable value in vocational training.

5. **Compensation**—From five to six cents a day is paid to inmates as compensation.

## VII. EDUCATION

1. **Library**—There is a fair library of 500 volumes, mostly fiction, in the entrance to the main building. Inmates are permitted to examine the books. The library is not catalogued and is unclassified. There is no appropriation.

2. **School**—There is no academic school work. An appropriation of \$50,000 for a school building was never used; the appropriation lapses unless used by a fixed date.

The work of the institution supplies training in home making, etc., but there are no organized courses in domestic science or similar subjects.

## VIII. RELIGION

1. **Chapel**—The general assembly room is used as a chapel.

2. **Chaplains**—There are no institution chaplains.

3. **Services**—Protestant services are conducted Sunday mornings and afternoons; Catholic services as often as the priest finds it possible.

## IX. INMATE COMMUNITY ORGANIZATION

The inmates are not organized here, as they are in so many institutions for women where inmates take a large share of the responsibility for the conduct of the inmate community life.

## X. PAROLE

(See General Statement on Ohio for parole authority.) During the year ending June 30, 1927, 133 women were paroled and 12 declared violators.

## XI. Cost

Operating cost for year ending 6/30/27	\$115,552.25
Earnings .....	2,904.33
Gross per capita cost .....	279.11

New construction amounting to \$119,991.22 is not included in above. Earnings are left in a revolving fund.

## COMMENT

This reformatory, with 475 inmates, is the largest institution for women in the country. The population has long since grown beyond its intended limits. Like the Ohio Penitentiary and the Reformatory for Men, it suffers from both overcrowding and unemployment. Its whole program is affected by the pressure of overcrowding and the demoralizing effect of insufficient employment is felt in all its activities. In comparison with the reformatories for women in Pennsylvania, New York, New Jersey and Massachusetts it must be rated low by any test designed to estimate the effectiveness of such institutions. This will inevitably be true until the handicaps from which it suffers are removed; any program aiming at the development of character will fail when blanket treatment takes the place of individual study and treatment, and idleness or semi-idleness takes the place of stimulating and educative work.

Its problem is further complicated by the heterogeneous nature of the population. The institution not only has the type of inmate for which such reformatories were planned but also short-term misdemeanants and long-term prisoners of the sort more often committed to prisons. Sentences range from just over 30 days to life; any woman 16 years of age sentenced for over 30 days may be sent here, or any girl 14 years old, if unmanageable, can be transferred



from the Girls' Industrial School by the Director of Public Welfare. Such a mixed population demands facilities for classification; mass treatment is doubly ineffective when the mass is not homogeneous. For the short-term inmates at least there should be a separate cottage.

Whether or not the state policy has been to consider this institution unimportant is a matter for conjecture. It is, however, a fact that the salaries paid here are disgracefully low. The superintendent, for example, receives less than the assistant superintendent of the Pennsylvania Reformatory for Women, an institution about a fifth as large as Marysville. The matrons are paid only \$45 to \$55 a month and other salaries are correspondingly meagre. When one has the good fortune to get competent officials at such salaries their morale is inevitably affected by the low estimate that is apparently put on their worth by the officials controlling salary schedules.

The plant centers around a main group of buildings that have considerable attractiveness and dignity. The main building surrounds two hollow courts with cloister-like corridors. The superintendent's small house, locally known as "The Peanut," and the cottages and industrial building of a different type of architecture from any of the other buildings, detract from the unity of the original plant. The new buildings, however, are well built and supply good living and working conditions for the inmates. At the time the institution was visited, in March, 1928, appropriations for a school building, a cottage housing 100, and a new dairy barn, had not yet been made use of, in spite of the insistent requests of the local officials.\* These appropriations will expire on January 1, 1929. The need of all the buildings authorized must be apparent to even the most casual visitor.

The lack of industries is met in part by the development of shops where articles having a semi-artistic value, such as rag rugs and patch-work quilts, are made. The inmates are also used to an unusual extent on the maintenance work; work commonly done by men, such as painting, handling of coal, etc., is done by women. There is undoubtedly need of an industry employing a larger percentage of the

\* This money was reappropriated in 1929, but by Aug. 6, 1929, has not been used.

population, and an extensive farm and dairy program would be beneficial and profitable, as it has proved in other women's institutions.

The library is inadequate and there is no organized educational work. The development of some academic schooling and of a large amount of education in such subjects as domestic science, have been found beneficial in most women's reformatories. As an agency for education in the duties and responsibilities of members of society, the device known as "student government" is found in most reformatories for women and has proved its worth. A greater use of pageants, dramatics, organized physical exercise, club or cottage meetings, reading circles, etc., would be consistent with the advances that have been made in the administration of women's institutions. These activities demand a larger and better trained staff than this reformatory now has. If the state is to call its institution a reformatory it should make possible more of the features of a true reformatory program and should not ask its present staff of officials to do what is manifestly impossible under the conditions.

In conclusion, this institution, like the other Ohio institutions reported upon, has the defects that come from a backward state policy, rather than from the incompetence or indifference of local officials. What must be done to make this reformatory effective as an agency for the protection of society is exactly what must be done in other Ohio institutions; there must be a constructive policy, backed by liberal appropriations, to meet the new conditions which have arisen with the growth of the penal population.

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Since the reformatory was visited the law creating this institution has been amended; since July 23, 1929, only felons have been received. One of the arguments used in urging the change was that it was a shame to confine young offenders and first offenders with those committing felonies. Misdemeanants must now be sent to the workhouse and jails. Ohio has five workhouses, only one of which is said to be at all suitable to confine a woman offender.



## OKLAHOMA STATE REFORMATORY, GRANITE, OKLA.

Visited October 12 & 13, 1928.

This institution was established in 1914 to care for offenders up to 30 years of age. The age limit has not been strictly adhered to. The site was determined by its proximity to Granite Mountain on which it was thought that quarries would furnish labor for the inmates.

### I. GROUND AND PLANT

The guard tower, a memorial to a former warden, is set some distance in front of the administration building, on either side of which cell houses are built. In addition to the administrative offices, the central building provides housing for the hospital and various other offices. The commissary occupies a separate building in the yard, and a laundry and bath house, power plant, and workshop are also in separate buildings in the yard. Most of the buildings are of granite quarried nearby and the main buildings are the type often used in military posts. The wall encloses about 14 acres.

**1. Housing**—There are two cell houses. In one the cells are arranged on two floors of two tiers each, in the other on three tiers. In the latter, the top of the cell block is used as a dormitory. The cells are of two sizes, 7 x 12 and 7 feet high and 7 x 5 and 7 feet high. The larger cells are used for a number of inmates. The provision for ventilation and lighting is fairly adequate. Whitewash is continually used to keep the walls clean and white. They are provided with plumbing but the toilets, placed in a recess in the rear of the cells, are rather crude and very difficult to maintain in a sanitary condition. The cells are equipped with spring or strap-iron beds. The beds have mattress, blankets, sheets and pillowcase. The inmates are allowed a large degree of freedom in furnishing and decorating their cells.

Over the three-tier cell block is a dormitory of 120 beds. At one end toilet and washing facilities have been provided.

**2. Farm**—The state owns 2000 acres and leases 600 additional acres. The dairy, piggery and garden make a large contribution to the prison dietary. The principal crop raised for sale is cotton.

## II. ADMINISTRATION

**1. Control**—(See section on Control under State Penitentiary.)

**2. Warden**—Mrs. George A. Waters was appointed warden in February, 1927. The warden is appointed by the Governor and holds office at his pleasure. Mrs. Waters had previously been a teacher; her husband was a former warden of the institution.

**3. Deputy**—Don Counts was appointed in September, 1928. He has had 12 years' experience in this institution and at the State Prison at McAlester.

**4. Guards**—The 62 guards are appointed by the warden and work on two shifts. Twenty-one men work six days on 12-hour shifts and the balance work eight hours with every other Sunday off. A vacation of eight days is allowed each year. Quarters and mess are furnished for the single guards. Guards are permitted to buy groceries and farm products at cost.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3000 and quarters
Deputy .....	1800 " "
Guards .....	960 to 1200 (dormitory for single guards)
Doctor (part time) .....	1200
Supt. of quarry .....	1800
Farm supt. ....	1800
Steward .....	1500
School supt. ....	1800
Chaplain (part time) .....	1200

There is no pension provision.

## III. PRISONERS

**1. Population**—When the institution was visited on October 12 and 13, 1928, there were 796 inmates. Following is data regarding the population of 737 prisoners, as of August 10, 1927:



**Ages when received:**

16 years and under .....	1
16 to 18 years .....	365
Over 18 years .....	371

**Nativity:** (Data not available.)**Race:**

White.....	574	Black.....	138	Other races.....	25
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**Education:**

Neither read nor write .....	56
Read and write .....	681

**Sentences:** All are on Indeterminate Sentences.

**2. Classification**—During yard time the younger inmates are separated from the older ones. There is no scientific system of classification.

**3. Insane**—On recommendation of the prison physician, the state board may order the transfer of insane prisoners to a state hospital for the insane.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence system, but inmates are not permitted to talk in the mess hall. Prisoners may write two letters a week regularly and special permission is given for additional ones. Magazines, books and newspapers may be sent in by parents or from news stands. Visits may be received at any time. Inmates are seated on the opposite side of the table from the visitor. Purchases are handled through the chief clerk on regular order blanks and there is little limit on the things that may be ordered or the amount spent.

**2. Punishments**—Loss of privileges and "good time" are commonly used as a form of punishment. For other offenses, inmates may be confined in one of the four punishment cells which are the regular cells, but are screened off from the rest of the institution. Inmates are usually held in these cells from 12 to 72 hours. The number in the cells averages about eight a week.

## V. HEALTH

**1. Hospital**—The hospital is located on the third floor of the administration building and is divided into two wards of five beds each, one for white and one for colored. There are facilities for major surgery which is done by two visiting surgeons. There are no X-ray facilities or laboratory equipment. Blood samples are sent to the State Board of Health laboratories for examination.

**2. Medical Staff**—A part-time physician is in charge of the hospital. Two visiting surgeons are called in for major surgical operations. An inmate is in charge of the hospital in the physician's absence. There is no dentist or other medical personnel.

**3. Medical Examination and Care**—No examination of incoming prisoners is made beyond determining their freedom from communicable disease. Wassermann tests are made on all. There is no dental or eye supervision. Known venereal diseases are placed under treatment. Tuberculous cases are assigned to outdoor sleeping quarters and have light work assignments.

**4. Psychological Work**—No psychological work is done.

**5. Commissary**—The commissary occupies a separate building in the yard and was being extensively repaired when the prison was visited. The mess hall, also used as an auditorium, is well lighted and ventilated. The men are seated at tables all facing one way. The tables are of unfinished wood and a type exceedingly difficult to keep clean and free from food odors. Separate sections are used for the colored and white inmates. The kitchen is on a whole adequately equipped but the construction of the whole commissary is somewhat crude, making the maintenance of a proper sanitary condition a constant problem.

The diet is restricted to a small number of nutritious dishes in which pork and beans hold a large place. A large farm supplies most of the vegetables and the dairy all the milk used. This amounts to 26,000 gallons yearly. Food is not rationed and only a small amount of such food as candy is permitted.

**6. Baths**—The bath house is located in one end of the laundry wing and has 34 showers. Two baths are required weekly for the



general population. Many of the details are permitted to bathe daily.

**7. Recreation**—An ample amount of space is available for recreation. There is no daily yard period for the general population, but inmates are given the freedom of the yard all day Sunday and holidays. Baseball, football, boxing, wrestling and horseshoes are the principal sports. The recreation program is under the supervision of a teacher. Equipment is furnished by the state.

**8. Entertainment**—No provision is made for moving pictures. The inmates stage occasional shows and have a band, but there is little other entertainment.

## VI. INDUSTRIES

**1. Workshops**—The principal industries are in connection with the stone quarries and the farms. The only workshops are for maintenance and are housed in a long building in the rear of the prison. While the buildings are not very well lighted they afford good working conditions for the comparatively few inmates used there.

**2. Character**—Aside from the small maintenance shops the industries are all on the state-account basis.

**3. Employment**—At the time the prison was visited the industrial distribution of the 796 inmates was as follows:

Farm .....	80	Harness shop .....	8
Rock quarries and crusher .....	203	New construction .....	56
Gravel pit .....	13	Commissary .....	52
Tannery .....	15	Sick .....	3
Machine and repair shop .....	20	Other maintenance details and un-	
Clothing and laundry shop .....	55	assigned .....	291

**4. Vocational Training**—The principal industry is in connection with the rock quarries and crushing and has little vocational value. Some of the farm details and a few of the maintenance details have some value, but there is no system of vocational training.

**5. Compensation**—There is no system of compensation.

## VII. EDUCATION

**1. Library**—There is a poor library of about 2000 volumes with a reported circulation of 200 volumes a week. It is located in

the schoolroom. No state appropriation is made for books and they are in poor condition; there is no bindery. Books are acquired by gift and there is no correlation of the reformatory library and the state library.

**2. School**—There is a voluntary school covering the standard eight grades of the state course of study and using state text-books purchased through the revolving fund. The State Superintendent of Education has given much cooperation. Inmates attend half a day and work the other half. School is in session through ten months of the year. There is one good schoolroom with standard equipment in the administration building; it seats about forty. The enrolment is 424. The work is in charge of a head teacher who is not a highly trained educator. There are seven inmate teachers. The regular state examinations are given periodically and a state certificate is issued on completion of the eighth grade. Educational progress is not related to parole. There is no appropriation for educational work.

Only two men are taking correspondence courses, for which they pay. Correspondence work has not been found successful.

### VIII. RELIGION

1. **Chapel**—The mess hall is used as a chapel.
2. **Chaplain**—A part-time chaplain is employed.
3. **Services**—Services are held weekly.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

Paroles are in the hands of J. W. Mansell, Pardon and Parole Attorney, of Oklahoma City. The general data on the number of men paroled and the number of violators are not available.



## XI. Cost

Gross cost for year	Net cost . . . . .	\$138,861.68
ending 6/30/28. . .	Gross per capita cost	258.48
Net profit from in-		
dustries . . . . .		60,789.87

## COMMENT

While this is a comparatively new institution the construction is such that it makes the problem of maintenance difficult. The commissary department has already been remodeled and renovated once. This type of construction may have kept the original cost down but it adds materially to the annual cost of upkeep.

The major industry is work at the rock quarry and crusher on Granite Mountain. The selection of this site for the institution was made because of the possibility of employing a large number of inmates in the quarry work. That this decision was an unfortunate one is now recognized by many people in the state. The work has little vocational value and is especially unsatisfactory as an industry for younger inmates. Other industries having training value should be developed so that the number of men employed in the quarry may be reduced to a minimum. Farm work has a much greater vocational value and the farm operations might well be expanded.

Use of the state examinations in the educational work of this institution is sound practice and the fact that a considerable percentage of the men have been able to pass the examinations successfully speaks well for the school work. The purpose of the authorities to develop a more extensive educational program should receive the support of the people of the state. The practice of having the inmates work half of the day and go to school the other half on a compulsory basis is not uncommon in reformatories but has in it the serious danger of tending to make the educational work, as far as the inmates are concerned, a distasteful part of the institutional routine. Some institutions have school buildings connected with the cell houses so that the educational work can be carried on

in the evening. Where the hours of work are not too long, this method has much to commend it. The enrolment may be limited if the evening school work is put on an optional basis, but a better grade of work is likely to result. With the building material at hand a suitable school building could be erected at comparatively small cost. It is necessary for the more complete development of the educational work, both academic and vocational.

The library is too small for the present population and the quality and condition of the books are inferior. For an institution of this type the maintenance of a good library is essential. An annual appropriation of several hundred dollars should be made available for this purpose, in addition to gifts and receipts from the visitors' fund.

The number of inmates has increased to the point where the possibility of employing a full-time physician should be considered. The interest of surgeons located near the prison has enabled the state to have its surgical work well cared for, but with a doctor on a part-time basis the hospital is left in the hands of untrained men. The hospital records are quite inadequate. Several prisons and reformatories have found that the employment of a woman trained nurse has materially strengthened the medical work and raised the morale of the hospital. Such an arrangement might wisely be made.

An auditorium is needed for religious purposes as well as for entertainment; the mess hall is not satisfactory for either of these uses. The type of building recently erected in the Mansfield, Ohio, reformatory might well be considered by the authorities here. The building contains an auditorium adapted to religious services and entertainment, with space for basketball and volleyball. The rooms on the ground floor are available for school purposes. The variety and scope of recreation should be considerably increased.

This is the only penal institution for men in the country having a woman at its head. While this is unusual, in the opinion of those in a position to judge the facts the present administration is more effective and more forward-looking in its policy than previous administrations have been. The handicaps from which the institution suffers should be removed if it is to fulfill its function as a reformatory rather than a junior prison. Its population should be



limited to the younger offenders for which it was designed, and less men who really belong in the state prison should be committed to it. The inmates might well be given a substantial share in conducting inmate community activities as a means of developing interest in the common welfare and of teaching the responsibilities of citizenship

## OKLAHOMA STATE PENITENTIARY

### McALESTER, OKLAHOMA

Visited March 5, 1928.

During territorial days prisoners were sent to the Kansas State Prison. The state prison was begun in 1909 and erected by convict labor.

#### I. GROUND AND PLANT

The administration building at the entrance of the prison gives access to the guard room behind, into which the new cell house and the two old ones open. A corridor leads from this guard room into the commissary department and hospital in the rear. The old buildings and the new cell house now occupy most of the space within the walls which enclose about 12 acres.

1. **Housing**—There are three cell houses, two built when the prison was erected and one nearing completion at the time the prison was visited. In the old cell houses there are four tiers divided by a floor at the top of the second tier. In these cell houses there are 320 cells 8 x 5 and 8 feet high. In the second cell house the construction is the same except that in one side of one tier there are cells 8 x 13 and 8 feet high for six men.

The quality of the plumbing in the old cells is only fair, and the problem of sanitation is difficult.

The cell house capacity, with two men assigned to each cell, is 1280. On the day the prison was visited the population was 2507. The additional population was housed in double and triple bunks placed in the corridors, so close together that supervision and ventilation were alike impossible. Even with the completion of the new cell house the prison will still be crowded.

In the new cell house there are six tiers divided into three sections of two floors each. It is said that in these the plumbing to be installed is of good quality, so that maintenance of a proper sani-



tary standard will not be so difficult. The beds in the cells, attached to the wall on one side, may be swung up out of the way. Narrow straps take the place of hinges. The beds are equipped with mattress, blankets, sheets and pillowcase.

Outside the prison is a large dormitory which is used for trustees working on the farms and other details outside the prison. The dormitory is well lighted and ventilated, but rather crude in construction which makes the problem of upkeep rather difficult.

**2. Farm**—The state has about 2000 acres of land. The farm buildings and the livestock were good and the farm as a whole appeared to be making a substantial contribution to the prison dietary.

## II. ADMINISTRATION

**1. Control**—The affairs of the institution are under the general management of the State Board of Affairs appointed by the Governor with the approval of the Senate. This board handles all the business of the state including purchasing of supplies. The Governor appoints the warden.

In addition to a Board of Affairs appointed by the Governor, there is a Commissioner of Charities and Corrections. This is an elective office without power other than that of investigation, inspection and the receiving of complaints. Mrs. Mabel Basset was the Commissioner of Charities and Corrections at the time the institution was visited.

**2. Warden**—John Q. Newell was appointed warden in February, 1927, for an indefinite term of office. He had been a practicing physician for 14 years and United States Marshal for eight years.

**3. Deputy**—Wallace Bond was appointed deputy in February, 1927. He had previously been a banker and in business, but had no experience in institutions.

**4. Guards**—There are 24 tower guards working on three shifts of eight hours each and there are 92 guards altogether. Others not on the tower work on eight to 12-hour shifts. Fifteen days of sick leave are allowed but no regular vacation is given. Dormitories are provided for unmarried guards and meals are given at cost.

### 5. Salaries and Pensions\*—The salaries paid are as follows:

Warden .....	\$3600	furnished home and supplies at cost
Deputy .....	2600	unfurnished house " " " "
Asst. deputy .....	1500	" " " " " "
Twelve-hour guards .....	1200	
Eight-hour guards .....	900	
Doctor (part time) .....	2000	
Supt. of Industries .....	3000	and commission
Shop foremen .....	1800	to 3000
Farm supt. ....	1800	
Steward .....	1500	
Educational supt. ....	1200	
Chaplains (part time) .....	500	to 1200

There are 125 employees on the payroll.

No provision is made for pensions.

## III. PRISONERS

1. **Population**—At the time the prison was visited on March 5, 1928, there were 2507 prisoners. The following analysis is given of the 1650 prisoners received during the year ending June 30, 1928:

### Ages when received:

Under 21 years .....	140	31 to 40 years .....	510
20 to 25 " .....	318	41 to 50 " .....	159
26 to 30 " .....	447	Over 50 " .....	76

### Nativity:

Native born .....	1628	Foreign born .....	22
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The foreign born were from seven countries.

### Race:

White.....	1190	Negro.....	356	Other races.....	104
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### Education:

Illiterate .....	187	Literate .....	1463
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\* Since the institution was visited the last legislature made substantial increase in the salaries of most of the employees and provided for ten days' vacation for those in the service eight months or more.



**Sentences:**

All men are on Determinate Sentence.

Up to 5 years .....	1212
Bet. 5 and 10 years .....	254
“ 11 and 20 “ .....	53
“ 21 and 30 “ .....	47
“ 31 and 40 “ .....	4
Over 40 years .....	2
Life .....	56
Safekeepers .....	20
Death sentence .....	2

The method of capital punishment is electrocution. During the year two were executed.

**2. Classification**—In an institution as overcrowded as this one, no scientific system of classification is possible.

**3. Insane**—Men considered insane are examined by the heads of the three state hospitals for the insane; those considered curable may be transferred to the state hospital, but others must be held in the prison.

**4. Women**—Quarters for the women are provided at some distance from the men's prison. While the building was erected in recent years it is more in line with the old style institution for women than the type found in most states today. The women have small rooms with outside windows and, as a whole, a good standard of sanitation is maintained.

The women are in the charge of a matron and two assistants. The matron receives a salary of \$1000 per year and the assistants \$720.\* When the prison was visited there were 68 women prisoners.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rule of silence still obtains in the institution during the working hours and at meal time. The rules permit one letter a week and magazines, books, and newspapers may be had from the publishers or news dealers. Inmates are permitted to receive visitors once a month for one hour, or more time if they come from considerable distance.

\* The salary of the matron has been increased to \$1500 and of the assistants, to \$1200.

The rules provide for three grades of prisoners and a trusty system. In the various road camps, farms and in outside details there are about 360 trusties. The majority of the population are first class prisoners, though 50 were in third class when the institution was visited.

**2. Punishment**—The loss of privileges, especially over the weekend, is the most common form of punishment. It was stated that the strap was no longer used. For more severe punishment, men are reduced to third grade and put in punishment cells for a period of one to five days. Men confined to the punishment cells for more than three days are given bread and water only for the first three days and are then given full rations. It was stated that men are not shackled up when under punishment.

## V. HEALTH

**1. Hospital**—The hospital occupies the second and third floors of a separate wing. There are 40 beds divided into two wards of 22 beds for white and 18 beds for colored inmates. The women's department, situated about a mile distant, has two hospital wards of four beds each for white and colored. Major surgery is done in the men's hospital. Laboratory equipment for urinalyses, blood counts, and the examination of smears is available. There is no X-ray equipment. A diet kitchen provides food for inmates and attendants.

**2. Medical Staff**—A part-time physician is in charge of the hospital. In his absence a civilian registered druggist assumes charge. A full-time inmate physician, an inmate dentist, and 25 other inmates are assigned to hospital work. A consulting staff composed of a surgeon, an eye, ear, nose and throat specialist, and an anesthetist complete the personnel.

**3. Medical Examination and Care**—On admission prisoners are given a physical examination, Wassermann tests are made, and smallpox and typhoid vaccination administered. The dentist sees all new inmates and the physician tests their vision.

Tuberculous inmates are placed in a special building in the yard. They are given a supplementary diet of eggs and milk. Venereal cases are placed under treatment.



4. **Psychological Work**—There is no routine mental examination.

5. **Commissary**—Men are seated in the mess hall at tables all facing one way. Ventilation and lighting in this room appeared to be adequate and the sanitary condition of the mess hall was good. The equipment in the kitchen and bakery is satisfactory and a good standard of sanitation is also maintained here.

The diet is varied and sufficient for the inmates' needs. Food is not rationed. The prison has a farm and dairy to supply vegetables and milk. Milk is not furnished for drinking purposes, but prisoners may buy it at the canteen. Fruit is served sparingly.

6. **Baths**—About one hundred showers are located in the basement bath house. For some of the population two baths a week are given and for part of it three; for a few of the inmates daily baths are required.

7. **Recreation**—With the buildings now occupying so much of the yard, little of it is available for recreational purposes. Men are given a short period in the yard after the noon meal and from 3.30 to 5.00 on Saturdays and on Sundays and holidays, all day. Some volleyball and baseball are played, but the space is not available for extensive recreation.

8. **Entertainment**—Movies are shown on Sunday evenings; boxing, wrestling and the band and orchestra make up the rest of the entertainment program.

## VI. INDUSTRIES

1. **Workshops**—The various industrial shops, as a whole, provide good working conditions, with the exception of ventilation and lighting in certain of the shops. In these shops a system of indirect lighting and suction fans for some of the windows would probably remedy the situation. The buildings are a bit crude which makes the problem of sanitation somewhat difficult.

2. **Character**—The industries are on the state-account and contract basis. Contracts are with the Cherokee Manufacturing Company of Ohio and the Seminole Manufacturing Company of Oklahoma.

**3. Employment**—On the day the prison was visited, March 5, 1928, the 2507 prisoners were distributed as follows:

Brick yard .....	130
Furniture shop .....	67
Pants shop .....	549
Shirt shops .....	287
Auto-tag shop .....	13
Tobacco shop .....	4
Twine shop .....	82
Construction .....	71
Brick breaking by hand .....	142
Farm details .....	107
Band .....	27
Road camps .....	139
Maintenance details .....	391
Maintenance shops .....	114
Sick and disabled .....	82
Women .....	68
Safekeepers—solitary (including in- sane) .....	53
Death cells .....	8
New and unassigned .....	19
Various details outside wall.....	154

**4. Vocational Training**—Some of the maintenance and farm details have vocational value but the major industries have little if any.

**5. Compensation**—In the twine industry, run on the state-account basis, the men earned \$3.30 each during the month of February, 1928; in the furniture factory about \$2.00 each and in the shirt factory the men received a bonus of \$1,229.60, the highest bonus to one man being \$23.49. In the pants shop about 550 men received \$852.88 in February.

## VII. EDUCATION

**1. Library**—There is a library of 5600 books in the rotunda, in charge of the chaplain. Prisoners obtain books over the counter. The circulation is about 3000 a month. \$300 per month is spent for library, school and recreation supplies. There are 35 to 40 current magazines subscribed for and several hundred received by gift.



There are smaller collections in the trusty building and in the women's section, and a small school library is maintained.

**2. School**—A small school offers some of the courses of the first five grades. At the prison it is conducted in a crowded room without desks and the men must be taught as in a country school. The enrolment is 87. In the trusty building school is held in the mess hall and 60 to 70 are enrolled. School is in session at the prison from 5.15 to 7.00 P. M. and in the trusty building from 7.00 to 8.30 P. M. five days a week throughout the year. There is not room for each man to attend every session. The work is in charge of the chaplain. There is an inmate principal who was a school superintendent outside, and three inmate teachers.\*

### VIII. RELIGION

**1. Chapel**—The mess hall is used for an assembly room and chapel.

**2. Chaplains**—There are two Protestant and one Catholic chaplains. One of the chaplains acts as a teacher in the school.

**3. Services**—Protestant and Catholic services are held weekly.

**4. Other Agencies**—Salvation Army and Christian Science services are conducted at frequent intervals.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

The Pardon and Parole Bureau of the state is in charge of a pardon and parole officer. The paroles are granted by the Governor. In 1927 only 73 men were paroled. While the constitution provides parole authority the parole system has never been fully developed.

\* A school building, modern in design and equipment, has been erected since the institution was visited.

## XI. Cost

Gross cost of maintenance and industries for the year ending 6/30/28..	\$1,042,338.95
Earnings from industries .....	831,406.97
Net cost .....	319,905.05
Per capita cost .....	224.00
(based on maintenance cost)	

## COMMENT

At the time the prison was visited it was one of the most seriously overcrowded institutions in the country. Cots may be found in the corridors of the cell houses of many institutions today and double-deck bunks in a few, but in the corridors of this institution triple-deck bunks were placed so close together that proper supervision and sanitation are alike impossible. The completion of the cell house well under construction will go far towards relieving this situation which is caused by an unusually rapid rise in the prison population. The seriousness of such overcrowding cannot be over-emphasized.

This is the only institution in the country in which all those entering the prison, even if only to go into the administration offices, are subject to search. The officers are consistent in that they allow themselves to be subjected to such a search. Searching on this basis soon becomes perfunctory and is of little value. This practice was established after an attempt to smuggle guns into the institution. Other institutions have found such methods of negative value. If an employee is determined to smuggle guns in it does not prevent his doing so and it is likely to be interpreted as showing lack of confidence in all employees. This is also the only institution in which a constant patrol of the outer walls is kept up by men on horseback. Additional guard towers have also been erected to meet possible emergencies. It was said that these precautions were taken because of unusual conditions in the state. No other state has, however, found it necessary to take such precautions. The prison seems



to be suffering from an "escape complex" which is bad for the morale of both officers and inmates.

This is a highly industrialized institution. The workshops as a whole provide good working conditions; the sewing shops would be greatly improved if more attention were given to lighting and ventilation. Some of the buildings are so large that those working at sewing machines at a distance from the windows do not have adequate light, and especially during the summer months the ventilation is insufficient. A large percentage of the men are employed in the sewing industry on contract. In view of the recent passages of federal legislation affecting the interstate shipment of prison-made goods, the state should begin at once to develop other industries. The sewing trades, moreover, are poorly suited to male prisoners and their replacement is desirable from the standpoint of vocational training.

A considerable number of men are used on the farms and other details outside the prison. These men are housed in dormitories outside the walls which afford satisfactory living conditions although they are rather crude in design and their upkeep is below the best institutional standards.

The section for women, situated about a mile from the men's prison is comparatively new and has a fairly satisfactory plant. Oklahoma might, however, profitably study the administration, staff, program and spirit of some of the better institutions for women in other states for its women's institution does not come up to the standard they set.

The chaplain is to be commended for organizing an educational program under conditions which are offered in some prisons as an excuse for having no educational work. The classes in the prison itself meet in one large room, where 60 men sit on rough wooden benches with no desks and are taught in country school fashion. They are searched on entering and leaving the room and fear of escapes prevents the use of a second room for school purposes. The prison school is held in the mess hall of the trusty building outside the wall. The work of the school is necessarily limited in extent and in accomplishment. The keen interest displayed by the chaplain, however, is one of the essential elements of an adequate program, which

is needed greatly in a prison whose inmates show so high a degree of illiteracy and general under-education. The state educational authorities should be asked to cooperate with the prison.

The library is more generally used than one would expect from its size and quality. Gifts and the expenditure of \$300 annually from the Charity and Library Fund make it possible to keep up a moderate collection of 5600 books. A larger sum should be spent for books in a prison of this size and the assistance of trained library authorities should be sought.

The hospital facilities should be increased by the addition of an X-ray equipment. This would also be useful for dental examinations. The present tuberculosis quarters, almost adjoining the prison wall, are badly located. They are too crowded and lack sufficient sunlight and ventilation. It would seem desirable that a camp for these patients be constructed on the prison farm or that they be provided with quarters on the roof of some existing building.

The practice of keeping insane prisoners in the prison cannot be approved on any ground except that of necessity. If they are to remain at the prison suitable facilities entirely separate from the prison cell block should be provided for them. They should have a yard for exercise and occupations suited to their condition.

The overcrowded condition within the prison and the fear of serious difficulties with a lawless element outside have united to create an unusual situation here. While necessary precautions must obviously be taken against serious trouble, the institution can hardly meet the modern conception of the functions of a prison until repression is reduced to a minimum and education, recreation and other activities that have demonstrated their value as constructive forces in prisons are developed. The prison is fortunate in having a good plant and in being free from idleness. The completion of the cell house will reduce the serious overcrowding. If more attention were paid to developing good morale among officers and men the experience of other states indicates that the troubles most feared would never materialize. It is universal experience that undue repression promotes the things it seeks to prevent.



## OREGON STATE PENITENTIARY SALEM, OREGON

Visited July 12, 1928.

The first prison in the state was established at Portland in 1851. In 1866 the institution was transferred to its present location, then some distance from Salem but now just on the edge of the city.

### I. GROUND AND PLANT

The street leading to the prison is bordered with trees and flower gardens. The front yard of the prison, enclosed by a wire fence, is attractively kept. The administrative offices with quarters for women prisoners above are situated in the front yard and connected with the central guard room by a corridor. The cell blocks are built on two sides of the guard room. The mess hall is in the rear. The auditorium adjoins the end of one of the cell houses. In the yard, which encloses about ten acres, are the industrial buildings, power plant and other institutional buildings.\*

**1. Housing**—There are two cell houses containing 337 cells, measuring 7 x 5.6" and 8 feet high. In one cell block there are three

\* Since the prison was visited the following changes in the plant have taken place.

"Immediately in front of the old administrative offices is being erected a 3½-story, reinforced steel and concrete administration building 100 x 40, in which will be housed the main business and administrative offices, social and recreation rooms for employees, matrons' quarters and women inmates' quarters, with workrooms, etc.

"Just north of the prison building there is being built a concrete garage two stories high, 170 x 46, which will house 20-odd trucks and automobiles, and provide quarters or wards for 100 trusties. Inside, adjacent to the old laundry building, is being built a two-story addition of concrete which will care for shoe and tailor departments, increased laundry and bathing facilities, also the main line barber shop. The former shoe and tailor shop space will be taken over for increased bakery needs.

"Additional land has been allotted to the Penitentiary five miles south of the present prison, on which the former Boys Training School was located. This place is being used for increased farming and gardens, also as a place where prisoners can be sent who by their application, conduct and general good deportment are allowed privileges based on merit or on award for their ability to show good results."

tiers and in the other four. The cells have lavatories and running water but no toilets. Most of the cells have double-deck bunks, about a quarter of them with springs, the others with strap-iron, to support the straw mattress. The beds are equipped with blankets, sheets, and pillowcase. Most of the cells have a stool or chair, table and shelf. While every effort is made to keep the cells liveable, the problems of sanitation are so great and the ventilation so defective that they can not be kept up to modern institutional standards.

In addition to the cells, quarters are provided for about 75 men in dormitories in various parts of the prison.

2. **Farm**—On land owned or leased by the state a farm of some 1200 acres is run for garden and grain purposes. The prison dairy is located on state-owned land.

## II. ADMINISTRATION

1. **Control**—The State Board of Control consists of the Governor, who is ex-officio chairman, the Secretary of State, the State Treasurer and one other member. This board has charge of most of the state institutions including the prison. The Board of Control appoints the superintendent, who recommends the warden and the deputy for appointment. The superintendent appoints all other officers.

2. **Supt.**—H. W. Meyers is responsible for the general policy and business affairs of the institution.

3. **Warden**—J. W. Lewis was appointed warden in April, 1927, for an indefinite term. This is his third term as warden of the institution.

4. **Deputy**—E. C. Halley was appointed in April, 1927. He had had two previous appointments in this institution, as guard and deputy.

5. **Guards**—The 60 guards, appointed by the superintendent, work on shifts of eight to nine hours a day, with one day off a month and two weeks' vacation.

6. **Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$4000			
Warden .....	2200	quarters and maintenance		
Deputy .....	1800	"	"	"



Chief clerk .....	2400	
Guards .....	1080	to 1320 quarters, meals and laundry
Doctor (part time) .....	1380	
Dentist (part time) .....	300	
Chaplains (part time) .....	300	
Engineer .....	1800	quarters and maintenance
Farm supt .....	1500	" " "

The total number of employees on the payroll is 62.

There is no pension system.

### III. PRISONERS

**1. Population**—On July 12, 1928, when the prison was visited, there were 712 prisoners. The following analysis is given of the 766 prisoners received during the biennium ending September 30, 1928.

#### Ages when received:

Under 20 years .....	85	30 to 39 years .....	165
20 to 24 " .....	202	40 to 49 " .....	102
25 to 29 " .....	137	50 and over .....	75

#### Nativity:

Native born .....	695	Foreign born .....	71
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Of the foreign born 15 were from Canada, 11 from Mexico, and the balance, 45, were from 16 other countries.

#### Race:

White .....	727	Negro .....	13	Other races .....	26
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#### Education:

Illiterate .....	8	High school .....	181
Public School .....	546	College and Normal .....	31

**Sentences:** All are on Determinate Sentence.

Up to 5 years .....	561	Bet. 21 and 30 years .....	3
Bet. 5 and 10 years .....	139	Life .....	15
" 11 and 20 " .....	45	Death sentence .....	3

**2. Classification**—There is no scientific system of classification.

**3. Insane**—On recommendation of the prison doctor and two

physicians from the state hospital for insane, the Governor orders the transfer of inmates adjudged insane to the state hospital.

**4. Women**—There are 16 women prisoners held in quarters over the administration offices. Eight of these are federal prisoners. There is no work for the women except the upkeep of their quarters, and no exercise space except the grounds in front of the prison. One matron is in charge of the women's section.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules do not provide for any silence system as a whole, but talking is not permitted in the mess hall nor in lines while marching. The men are permitted to write letters weekly, and additional letters for business purposes only. The inmates pay the postage on all mail sent. Magazines, books and newspapers may be received direct from the publisher. Smoking is permitted in the yard and in cells. For the general population visits of 15 minutes' duration once in two weeks are permitted; for trustees, visits of 30 minutes. When visitors come from a distance a longer time is allowed. Once a month the men are permitted to make purchases of certain types of food, tobacco, toilet articles, and specified articles of clothing. Orders may not exceed \$5.00 a month.

**2. Punishments**—Loss of "good time" is used but little for punishment. The men may be locked in their cells or in screen cells for short periods, or confined in cells in the correctional department for indefinite periods. These cells have running water but no toilet or heating facilities. While here the men receive two meals a day, no tobacco, and one hour in the exercise court.

#### V. HEALTH

**1. Hospital**—The hospital occupies the third floor of the service building. It has one ward of 22 beds, practically all of which are used as sleeping quarters for trustees. Major operations are done by the prison physician. There is laboratory equipment for urinalyses, blood counts, and examination of smears. There is no X-ray equipment. A diet kitchen serves patients and attendants.



The prison officials have repeatedly called to the attention of the Legislature the grave fire hazard in the hospital. The only exit is a wooden stairway leading into the prison proper. In the 1928 report the superintendent called attention to this fact. A subcommittee appointed by the Governor in 1923 recommended the installation of fire-fighting apparatus. Apparently nothing has ever been done about it, and the superintendent's report adds that not only the hospital but other parts of the prison are veritable fire-traps.\*

**2. Medical Staff**—An ex-army hospital steward is in charge. A physician visits the hospital twice weekly and is on call at any time. A dentist visits the institution twice monthly. Nine inmates are assigned to hospital work.

**3. Medical Examination and Care**—Physical examinations are made on all new prisoners. Wassermann tests are made only as indicated. Dental and eye service is rendered only on complaint. Known venereal cases are placed under treatment. There were no known cases of tuberculosis when the prison was visited.

**4. Psychological Work**—No psychological work is done.

**5. Commissary**—The mess hall is well lighted and ventilated. The potted plants suspended from the high ceiling improve the general appearance of the rooms. The men are seated on benches at either side of wooden tables. An elevated cage for the gun guard is placed at one end of the room. The kitchen and bakery are well equipped with the important exception of a dough-mixer in the bakery. Space for the preparation of vegetables is provided on the floor below. In an adjoining room shower baths are available daily for the men working in the commissary department. The sanitary condition of the commissary department is good.

The diet is composed largely of vegetables. Meat is usually served but once daily. The prison farm supplies practically all the vegetables and fruit used. Milk comes from the prison dairy and each prisoner has a daily allowance which he may drink or use on his cereal. Food, except meat, is not rationed.

\* The legislature of 1929 made appropriation for an automatic sprinkling system covering the hospital, commissary and chapel.

**6. Baths**—The bathroom, located under the laundry, contains ten showers. One bath a week is required and the bath house is open at any time for additional baths.

**7. Recreation**—The recreation yard is rather small but is made available for one hour each on Saturday afternoons and Sundays and holidays all day. The principal sport is baseball. Games are played with outside teams.

**8. Entertainment**—Movies are not shown regularly. During the winter vaudeville shows from the outside are given frequently. Inmates are allowed to stage one show a year which is given every night for a week for the benefit of the amusement and recreation fund. Loud speakers are placed in each of the cell houses and in one of the dormitories. The radio is under the control of an officer and is tuned in three evenings a week.

## VI. INDUSTRIES

**1. Workshops**—The major industries are housed in a new one-story building which provides good working conditions. The tailor shop has satisfactory quarters in a room under the chapel. The laundry building is old and dilapidated and a new structure is urgently needed.

**2. Character**—The industries, aside from the small shops for maintenance purposes, are on the state-account plan. In the flax industry the state provides the seed to the farmers on order and instruction in raising the crops, sells the flax pulling machine to the farmer, and buys the crop. The flaxseed is sold and the rest of the crop worked into fiber and tow and other products.

**3. Employment**—The industrial distribution of the 711 prisoners on July 11, 1928, was as follows:

Flax industry .....	161	Miscellaneous .....	4
Farm, lawns, etc. ....	64	Maintenance details .....	142
Maintenance and machine shops...	70	Officers' quarters .....	6
Shoe shop .....	7	Under discipline .....	11
Tailor shop .....	19	Hospital .....	11
Laundry .....	23	In yard and unemployed .....	193

**4. Vocational Training**—Some of the machine shop and farm details have vocational value, but there is no system of vocational



training here, and most of the men are engaged in work that has little vocational value.

**5. Compensation**—Men working in gun crews in flax fields receive 25 cents a day; those in the flax mill on piece-work receive from 25 cents to \$1.00 a day. Men with dependants are selected for the details which pay wages.

## VII. EDUCATION

**1. Library**—There is a library of 3000 volumes in charge of a prisoner who is under the cell house keeper. The circulation is 600 to 900 a week. The state library loans 400 to 500 books a month and gives the prison library full cooperation. Only two magazines are subscribed for. The commissary officer is granted the concession to sell magazines and newspapers inside the prison.

**2. School**—There is no educational work.

## VIII. RELIGION

**1. Chapel**—The auditorium seats 675 and is used as a general assembly room as well as for religious services. It is well lighted and ventilated and quite satisfactory for the purpose.

**2. Chaplains**—Two part-time chaplains are employed.

**3. Services**—Protestant and Catholic services are held on alternate Sundays.

**4. Other Agencies**—The Salvation Army holds occasional services and local churches cooperate with the chaplain in conducting the services.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The Governor appoints the parole board of three members who meet at the prison monthly and recommend men both for pardon

and parole. The law does not provide for the paroling of inmates convicted of the most serious offenses. Any person under the age of 20 at time of conviction, not previously convicted of crime, may be paroled by the Governor. Others are eligible for parole after serving half of their sentences. Prisoners over 30 may be paroled by the Governor on his own motion after half of their maximum sentence has been served unless their offense is such that they are not eligible for parole. Men on parole are under the supervision of the superintendent and warden. They report only by mail. In 1927 there were 273 paroled. These men reported earnings of \$86,000. During the year four men were declared violators.

### XI. Cost

Gross cost for the bi-	Net cost.....	\$79,249.99
ennial period end-	Gross per capita cost	593.76
ing 10/1/28.....		
\$371,158.00		
Earnings .....		291,906.01

### COMMENT

This institution is seriously overcrowded as are so many other prisons of the country. The increase in population has necessitated the use of cells on the fourth tier of one of the cell houses, which had been abandoned for many years. Additional housing space is urgently needed.

The fire hazard in the hospital is one of the most serious defects in the institution. Attention of the legislature has been called to this a number of times but no effective changes have been made. The only exit is a wooden stairway leading down into the prison proper through a section of the building with thin wooden partitions. The hospital is on the third floor and the windows are barred. In case of fire those sick in the hospital, as well as those quartered there because of lack of cell space, would be caught in a trap. Fire-proofing of the stairway and a fire escape on the outside with provision for opening one barred window, even if the keys were kept in the central guard room, would materially reduce the



hazard. It seems incredible that a situation so serious, called to the attention of the legislature repeatedly by officials, should be permitted to exist. The experience in the last year of Texas and Ohio shows all too clearly the danger of neglecting the fire-proofing of institutional buildings.

This prison has changed wardens more frequently in recent years than any other institution in the country. The average term for the last decade has been about a year. Such a rapid turnover of officials prevents the development or application of any consistent policy. Most other states have long since passed through this phase in their prison management. If the prison is to be effectively managed it must be recognized by the state that the work of the warden is a highly specialized task and that competent men can not be secured unless there is likelihood of permanence in office as long as proper management is given. The administrative organization recently set up here seems to give promise of greater permanence.

The flax industry in this institution is on an interesting basis. The state supplies neighboring farmers with seed, planting instructions, manufactures flax pullers and guarantees to purchase the crop. The flax is thrashed at the prison, the seed sold and the fiber prepared for market. This industry is on the state-account plan but is conducted on a somewhat different basis from that usual in prison industries. (See section on Industries in Report on Oregon State Penitentiary.) Additional industries are urgently needed. At the time the institution was visited, 193 men, approximately one-fourth of the population, were unassigned.

The pay system is a good one, as far as the men actually employed are concerned. The principle of giving preference to men with dependents, in assigning work carrying a wage, is a wise one.

With the cooperation of the state librarian a fairly good library has been developed but this is one of the few institutions in the country of its size in which no educational work is done. The cooperation of the state university should be secured in surveying the needs of the institution and setting up a program to meet them.

The "bull-pen," as the correctional department is called, has several features that are not in line with modern prison practice.

The cells in this section have no heating, are semi-dark and are difficult to keep up to a satisfactory sanitary standard. Most prisons today find it desirable, even in isolation, to have cells of a proper type and to depend more on the monotony than on the rigor of such punishment.

The policy of requiring one bath a week and leaving the bath house open so that men who wish may bathe more frequently is sound. The bath house, however, is an old one and should be replaced by one of modern type. The construction of such a building would provide employment for men now idle and the use of inmate labor would reduce the cost materially.

In conclusion, the outstanding needs of this institution appear to be greater permanency in leadership, increased housing facilities, fire-proofing of the hospital, erection of a new bath house, securing of new industries, development of a well-rounded educational program and more modern disciplinary methods and the building up of a high morale.



## PENNSYLVANIA

### GENERAL STATEMENT

The prisons of the state are controlled by a combination of authority vested in the old system of prison boards, one for each prison, and in the Department of Public Welfare. The secretary of the latter department is appointed by the Governor for a four-year term and has certain powers of inspecting institutions, approving or disapproving policies, making transfers from one prison to another, and complete charge of the industries. The board of trustees of each institution, appointed by the Governor for six years, engages the warden with the approval of the Governor, has charge of the general management of the prison, except the industries, and is also the parole board.

In former issues of the Handbook the following statement was printed in regard to this organization:

"It is to be hoped that the laws defining the functions and powers of this central authority, now known as the Department of Welfare, represent only a temporary phase in its development. For, apart from its inquisitorial powers and its control of the prison industries which it may establish or take over, including the fixing and payment of wages for work on such industries, the department has little real power over the institutions. These are important exceptions, it is true, and leave open a field of great usefulness; but they leave untouched the most important elements of prison administration. Thus while the department may approve or disapprove of such by-laws, rules and regulations for the management of an institution as the board of trustees may deem wise, it has no power to alter or abolish rules already in effect or to compel their observance. It may approve or disapprove of all plans for the erection or substantial alteration of any institution, but it is helpless in the face of existing conditions which the trustees refuse to change. It may prescribe standards and methods of administration for the betterment of the inmates and may direct the officials to correct objectionable conditions in any institution, but it is powerless to put its

prescriptions and directions into effect. It may supervise or direct the transfer of prisoners from one penitentiary to another, but only where the governing boards of the two institutions have agreed on the desirability of such transfer. Having no voice in the appointment of the trustees or in the selection of the warden or superintendent, the Department possesses no effective means of directing the policy of the several institutions or coordinating their aims and methods so as to produce a consistent prison system for the state."

It is increasingly clear that the state needs to complete the program of centralization or to revert to the Board System.

A Commissioner of Corrections, such as Massachusetts has, gives complete centralization and the continuity of trained leadership which is essential to the penal system of a great state. The head of the Department of Public Welfare is responsible for too many and too great a variety of institutions to provide the close supervision and trained leadership the prisons of the state require. If competency and continuity can not be provided for the state as a whole the powers of the Board of Trustees should be enlarged to include the industries. The present system fails to secure the advantages claimed for local or for state control and suffers from the defects of a compromise of the two systems.

Indiana and Connecticut continue the system of boards for each institution. In most of the larger states there is a marked tendency to centralization of authority which has obvious advantages in a state with several penal institutions.

The developments in Pennsylvania in recent years give little promise that the present system of control will be successful in coping with the increasingly complicated problem of penal administration.

The salary of the head of the Department of Public Welfare is \$10,000; that of the Director of the Bureau of Restoration in charge of prison industries is \$5,000.



## ROCKVIEW BRANCH BELLEFONTE, PENNSYLVANIA

Visited March 23, 1928.

This institution was originally intended to become the central prison of the state. This plan was given up several years ago, but not until after several of the buildings had been erected on the scale called for by the original plans.

It is still run as a branch of the Western Penitentiary at Pittsburgh.

### I. GROUND AND PLANT

The top of a hill was cut down about 15 feet in order to make a site for the vast bastille type of prison originally planned. The commissary and one cell house were built in accordance with those plans. These buildings therefore are out of all proportion to the needs of a smaller institution.

The main buildings are all joined by underground passages. It was planned to surround the entire place by a wall, but only a wire fence has been erected around 29 acres.

**1. Housing**—One cell house of the many planned for has been erected. It is built of reenforced concrete and, aside from improvements incidental to plumbing, it is essentially the same type of construction used over a hundred years ago in many of the prisons of the country. The 500 cells are arranged on five tiers and are 8 x 10 and 7.6" high.

The cells are equipped with an excellent quality of lavatory and toilet. The walls of the cell house are finished with yellow tile. The spring beds are equipped with straw tick, blankets, sheets and pillowcase.

**2. Farm**—Several thousand acres of good farm land are included on the large tract owned by the state. This is being developed rapidly for intensive farm purposes. The products are canned and used in the various institutions of the state.

A nursery is run in connection with the State Forestry Bureau with an output of several hundred thousand trees a year for reforestation purposes.

## II. ADMINISTRATION

**1. Control**—The prison is under the immediate control of the Board of Trustees of Western Penitentiary. The official records and statistical data regarding it are part of the records of the main prison.

**2. Warden**—George W. Allen was appointed superintendent of construction in February, 1928. He had been a Delaware county commissioner for ten years and in charge of the Delaware county jail for some years prior to his present appointment.

**3. Deputy**—William J. McFarland became deputy in 1924. He had previously been a guard in the Western Penitentiary.

**4. Guards**—There are 65 guards appointed by the deputy warden. Some of the guards work eight hours and some ten hours daily with Saturday afternoon and Sunday off every other week and 15 days' vacation a year. Quarters are provided for single guards.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$5000	(charged to construction)
Deputy .....	4200	and quarters
Guards .....	1620	to 1860 and one meal daily
Doctor .....	3600	
Dentist (part time) .....	15	a trip
Psychiatrist .....	4000	
Supt. of Industry .....	4000	(paid by Welfare Dept.)
Farm supt. ....	2220	
Steward .....	2220	
Chaplain .....	3000	
Chaplain (part time) .....	1500	

There is a retirement pension of half pay after 25 years of service or after 20 years of service at the age of 70.

## III. PRISONERS

**1. Population**—At the time the institution was visited there were 785 prisoners, 215 of which were colored. The statistics in



regard to the population here are included with those of Western Penitentiary.

All of the executions of the state take place at this institution by electrocution. Sixteen have been executed in the past year.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—With the approval of the Board of Trustees and by order of the court, definitely insane men may be transferred, but a dormitory outside the prison enclosure has been turned into a psychopathic ward and many of the border-line cases are held here.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There is no silence system and no restriction on letter writing. Men may smoke at any time and may have books, magazines, and newspapers sent from the publisher. The location is such that there is little need for restriction of visitors. Purchases are made at a prison canteen and coupon books are used for making purchases. A considerable variety of articles may be purchased.

**2. Punishment**—Loss of privileges is the principal form of punishment. Men are also locked in disciplinary cells or they may be transferred back to Western Penitentiary or, if their time is long enough, they may be returned to Eastern Penitentiary for various types of offenses.

#### V. HEALTH

**1. Hospital**—The hospital is occupying temporary quarters and consists of one ward of 20 beds. No major surgery is done here, all such cases being sent to the Western Penitentiary of which this prison is a branch. Laboratory work consists of urinalyses, blood counts, and examination of smears. There is no X-ray equipment. Food is served from the general kitchen.

**2. Medical Staff**—A full-time resident physician is in charge of the hospital. A part-time dentist and six inmates are assigned to hospital work.

**3. Medical Examination and Care**—All inmates have been transferred from the Western Penitentiary where they have had a

physical examination on entrance. Their health record is transferred with them. Wassermann tests are made on all.

Inmates developing tuberculosis are returned to the Western Penitentiary. Venereal cases are placed under treatment.

**4. Psychological Work**—A psychological examination has been given all men before coming here. Insane prisoners are transferred to the mental hospital maintained as a separate hospital at this prison.

**5. Commissary**—At the time the prison was visited the huge mess halls had not been used for the purpose of serving meals. One was used as a dormitory and the other had been turned into an auditorium with schoolrooms and library at one end. Meals were served in a building planned for a laundry. The kitchen is located under the mess hall. The equipment is complete and a good standard of sanitation is maintained.\*

The diet is varied and supplied with vegetables daily. Fruit is served semi-weekly. The prison dairy supplies the milk and each prisoner is given a pint daily for drinking from May 1st to September 1st. Food is not rationed. Surplus vegetables from the garden are canned for winter use.

**6. Baths**—The bathroom is equipped with an ample number of baths. Men are permitted to bathe daily, if they desire; it is required that they bathe weekly.

**7. Recreation**—Ample space is available for recreation in the enclosure and the recreation schedule is a good one. Men are in the yard from 5.00 to 7.00 P. M. on week days during the summer months and all day Sunday after ten o'clock. Baseball, football, and boxing are the forms of sport most used.

**8. Entertainment**—Moving pictures are shown twice a week and, in addition to shows staged by the inmates, occasional entertainments come in from the outside.

## VI. INDUSTRIES

**1. Workshops**—With one exception the workshops are small and for maintenance purposes. A large canning factory has been

\* In August, 1929, the warden reports the permanent mess hall and kitchen have been completed.



erected recently and is probably the most completely equipped canning plant in a penal institution in the country.

**2. Character**—In this state all the industries are on the state-use basis.

**3. Employment**—The work assignments vary with the season. Aside from maintenance details most of the work is now in connection with the various farm projects and in the cannery. A few men are still used on construction work.

**4. Vocational Training**—The construction work has had considerable vocational value and many of the farm details are useful for this purpose.

**5. Compensation**—The State Welfare industries pay the men detailed to them as high as 50 cents a day. Men on maintenance details receive five to ten cents. No pay is given to those working on new construction.

## VII. EDUCATION

**1. Library**—There is a library of 5000 volumes located in a passageway where men can examine the books. This is a temporary arrangement and the collection is a poor one. There will be adequate quarters for the library when the new schoolroom is completed. Facilities for reading will be provided.

**2. School**—Because of the construction work the school has been in temporary quarters and only a limited program has been attempted. The Board rule requires only a second grade education for parole. Enrolment in the compulsory school is 70. Nine vocational courses enrolling 50 men have been conducted. Five professors from the State College have taught two evenings a week in these courses. Plans for the further development of vocational education await the completion of the new buildings. There will be a large schoolroom which can be divided into six classrooms. Classes are now held from 5.30 to 7.30 P. M. four days a week from October 17 to June 1. Two days are devoted to elementary classes and two to vocational; the latter close March 31. The educational staff is headed by the Restoration Director, who has various other duties. There are six inmate teachers, all with other duties, except the principal.

Some men are taking correspondence courses provided by the Welfare League Association. A few purchase other courses.

### VIII. RELIGION

1. **Chapel**—The auditorium or chapel in one of the remodeled cell houses is well lighted and ventilated and makes a very satisfactory auditorium.

2. **Chaplain**—There is a full-time and a part-time chaplain.

3. **Services**—Protestant and Catholic services are held weekly.

4. **Other Agencies**—Various outside agencies from churches and college associations conduct services occasionally.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

(Data included in the report on Western Penitentiary.)

### XI. COST

(Data included in the report on Western Penitentiary.)

### COMMENT

In order to understand the situation here it must be remembered that this institution was planned and construction begun on the basis of caring for the entire prison population of the state. Constant readaptations of buildings have been necessary. There is one cell house, an administration building and a commissary building, all of heavy concrete and steel construction and connected by underground passages. The single cell house erected is unusually heavy in construction and, aside from sanitary improvements, is essentially of the same type as those built a hundred years ago. Yet the men who



are housed in this bastile-like building at night work on the farms in comparative freedom in the day time.

The two great mess halls completed have never been used for their intended purpose. One has been turned into a combined auditorium and library and promises to be generally satisfactory for those purposes, although the problems of ventilation and lighting will be somewhat difficult. The other mess hall it was hoped would be available soon after the prison was visited, so that the use of the temporary eating quarters could be discontinued.

Since the last Handbook was published a large cannery has been built and put in operation. It is unquestionably the most completely equipped cannery in the penal institutions of the country. Large quantities of foodstuffs raised on the farm are canned here and used in this and in other institutions of the state. The canning and garden work are excellent industries, their only limitation being that they are seasonal. The outstanding problem here, as in other institutions in the state, is the development of sufficient industries to occupy fully the time of all the men. This need will become more acute as the construction work is completed.

The complete segregation in a building at some distance from the prison of all mental cases whose condition is not serious enough to justify transfer to the hospital for the insane is a commendable feature. Not only can better care be given to these men but their removal avoids many forms of trouble among the general population.

Because of conditions caused by building operations the development of educational work has been seriously hampered. The completion of new schoolrooms should mark the beginning of a well-rounded program. For various reasons, the courses conducted by professors from the State College have not been as effective as was hoped but they constitute an experiment having more than local significance.

The library should be built up and put under a standard library system as soon as the new quarters designed for it are available. The reading room facilities which are planned should make it doubly effective as an agency of education and wholesome recreation.

It seems clear that the time has come when this institution should be separated in its management from that at Pittsburgh. There were

obvious advantages in maintaining it as a branch prison in the earlier stages of its development, but the advantages of giving it independence now are just as obvious. The highest paid officer is in charge of construction. He is responsible to one department in Harrisburg. The man in charge of the canning industry is responsible to the State Welfare Department in Harrisburg. The deputy warden, in general charge of the men, is responsible to the warden in Pittsburgh. Such a division of supervisory authority is not likely to produce efficient administration. The board and warden of Western State Penitentiary have problems of sufficient difficulty in the Pittsburgh institution. The Rockview branch should have a board and warden of its own, if it is to develop into an effective institution.

It is to be hoped that no more buildings of the type of the present cell block will be constructed but that fire-proof buildings of comparatively light construction will be provided for such additional housing facilities as may be needed. An institution of this type and in this location should be kept down to approximately 1000 men if it is to be an effective part of the prison system of a great state.



## PENNSYLVANIA INDUSTRIAL REFORMATORY HUNTINGDON, PENNSYLVANIA

Visited August 2, 1928.

The act establishing this institution was passed in 1879. It was originally intended as a penitentiary, but the name was changed before the first inmates were received in 1889.

### I. GROUND AND PLANT

The original buildings and some of the industrial buildings recently erected are constructed of brick. In front of the institution are quarters for the officers but the administration offices are within the walls. Most of the cell houses and the commissary wing are built off a central corridor. The industrial buildings are along the rear of the prison. The walls enclose about ten acres.

**1. Housing**—There are four cell houses. In two of these there are 144 cells, 9 x 8 and 8 feet high, arranged on three tiers. In a third cell house there are 240 cells of the same size on three tiers and in a fourth cell house there are 288 cells, 8 x 7 and 8 feet high on four tiers. Sixteen of the cells are today used for storage or other purposes and 290 of the cells are used for two inmates each. There is no service corridor in the cell blocks, but each cell is equipped with an iron toilet; running water is supplied each cell by a faucet and each one is supplied with a wash basin. A good standard of sanitation is maintained throughout the cell houses.

**2. Farm**—A farm of 663 acres is located near the prison. Many of the buildings have been remodeled and made fire-proof. The farm is being developed effectively both for production of food for the prison and for employment for the inmates. On the farm nursery, run in connection with the Department of Forestry, a large number of seedlings and trees are raised for reforestation purposes.

## II. ADMINISTRATION

**1. Control**—The institution is under the control of the Board of Trustees appointed by the Governor for a term of four years. The members of this board are:

John D. Dorris, Huntingdon  
H. C. Frontz, M.D., Huntingdon  
C. V. Hackman, Mount Union  
C. W. Lynch, Harrisburg  
T. G. Crownover, Huntingdon  
Mary Blanchard, Bellefonte  
J. W. Brown, Lancaster  
M. H. Canan, Altoona

This board appoints the superintendent and is responsible for the general policy and management of the institution, with the exception of the industries which are under a bureau of the Department of Welfare.

**2. Supt.**—James W. Herron was appointed November, 1922. He had been an engineer by profession and had been superintendent of construction at Rockview.

**3. Asst. Supt.**—A. B. Sutherland was appointed deputy in January, 1923. He had been in the service of the institution for about a year. In addition to about 16 years' work in Pennsylvania institutions, he had also had experience in institutions in Scotland and Canada.

**4. Guards**—One hundred guards are appointed by the superintendent without Civil Service rules. They serve a month on probation before permanent employment is given. The men work on eight-hour shifts and have every other Sunday off, half of each holiday, and ten days' vacation a year.

**5. Salaries and Pensions—**

Superintendent .....	\$8000	quarters and maintenance
Asst. supt. ....	3300	" " " "
Guards .....	1530	to 1650, meals at 12¢ and 15¢ each
Doctor .....	2880	
Dentist .....	Rate	per hour
Chief clerk .....	3120	



Vocational guards .....	1710	
Supt. of farm .....	1680	and farm products
Supt. of schools .....	2340	
Teachers .....	1710	
Chaplain .....	2640	
Parole officer .....	1950	
Steward .....	1980	
Cook .....	1800	

### III. PRISONERS

1. **Population**—On July 31, 1928, there were 1066 inmates. The following analysis is given of the 1098 prisoners received during the biennial period ending December 31, 1926.

#### Ages when received:

Under 20 years .....	763
20 to 25 " .....	332
26 to 30 " .....	3

#### Nativity:

Native born .....	1032	Foreign born .....	66
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The foreign born were from the following countries:

Austria .....	10	Poland .....	12
Italy .....	14	Other countries .....	30

#### Race:

White .....	970	Negro .....	128
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#### Education:

Illiterate on admission .....	18	Read and write indifferently.....	529
Semi-illiterate on admission .....	5	Read and write .....	546

#### Sentences:

The maximum terms for which inmates may be detained under their sentences are as follows:

Under 5 years .....	354
Bet. 5 and 10 years .....	712
" 11 and 20 " .....	32

2. **Classification**—While there is some segregation and a careful system of grading is used, a scientific system of classification has not been developed.

3. **Insane**—On application of the board of trustees and by order of the court, insane inmates may be transferred to the state hospital.

#### IV. DISCIPLINE

1. **Rules and Regulations**—The conduct report book supplied each inmate contains a detailed list of regulations on neglect, dereliction and offenses for various parts of the prison in addition to the general rules. The rules do not provide for any silence system. Men are permitted to write one letter a month and special letters may be written on request. Books, magazines and home weekly newspapers may be received direct from the publisher. Visitors may be received after inmates have been in the institution two months and thereafter every third month. This rule, it is said, is not rigidly adhered to. Smoking is forbidden.

2. **Punishments**—Loss of marks is the most commonly used form of punishment. Sometimes marks are returned after the inmate has had a good record for a long time. An inmate must be in the first grade five months before he will be considered for parole. In addition to the loss of marks, a common form of punishment is assignment to the scrub gang that scrubs the cell house and other parts of the prison. Little use is made of locking inmates in the cells.

#### V. HEALTH

1. **Hospital**—The present hospital occupies quarters on the second and third floor of one wing of the administration building. There is one ward of 12 beds and five single rooms, a well-equipped operating room and full X-ray equipment. A diet kitchen serves the inmates.

A new hospital is under construction which will give greatly enlarged facilities for this work. The physician's office, first-aid room, and dental department are situated in another part of the institution.

2. **Medical Staff**—A full-time physician is in charge of the work. He has a consulting board of four specialists and a dentist. A full-time and a part-time dentist are employed and three inmates are assigned to hospital work.



**3. Medical Examination and Care**—On admission each inmate is given a physical examination which is repeated when he is released from the institution. His physical condition is given full consideration in assignment to his reformatory life. Dental and eye examinations are also made on all new inmates and needed corrective work is done. All are vaccinated for smallpox and held in quarantine for two weeks. Venereal treatment is given when indicated. The most active cases of tuberculosis are either paroled to the inmate's parents or transferred to a sanitarium. Other cases are kept in the reformatory, given a special diet of milk and eggs, and assigned work in keeping with their physical condition.

**4. Psychological Work**—Each inmate is given a psychiatric and psychometric examination by a representative of the State Department of Mental Hygiene.

**5. Commissary**—There are two mess halls located on either side of the central corridor. Inmates are seated on chairs on both sides of the tables. The tables are covered with table-cloths and aluminum dishes are used.

The kitchen and bakery are well equipped and the storerooms are well planned and arranged. An excellent standard of sanitation and orderliness is maintained throughout the kitchen and storerooms.

The diet is varied and well adapted to the inmates' needs. Men doing laborious work are given a special ration. Meals are served mess style and food is not rationed. Vegetables are served daily and fruit semi-weekly or oftener. The prison has a large vegetable garden and dairy which supply their products to the general mess. Outside food is permitted only on visiting days.

**6. Baths**—There are 50 showers in the bath house. Two baths a week are given to the entire population, and commissary and boiler men bathe daily.

**7. Recreation**—In the summer the men are in the yard from 5.00 until 7.00 o'clock in the evening, on Saturday afternoons and on holidays, but not on Sunday except for yard setting-up drill. Baseball, volleyball, basketball, and handball are played. In the winter a schedule of recreation is arranged in the gymnasium. All

of the recreation is supervised by a physical director. Equipment is purchased by the state.

**8. Entertainment**—Movies are shown every other week. Lectures and musical entertainments from the outside are shown and occasionally the inmates stage entertainments.

## VI. INDUSTRIES

**1. Workshops**—There are two general types of workshops, one industrial and the other designed for vocational training. All workshops appear to offer good working conditions, though some of them are quite old. The new industrial shops are of modern factory type.

**2. Character**—The industries proper are entirely under the Bureau of the State Department of Welfare and are operated on the state-use basis.

**3. Employment**—On July 25, 1928, the distribution of the 1054 inmates was as follows:

Furniture shop .....	103	Band .....	27
Tin shop .....	21	Farm and garden .....	67
Carpenter shop .....	103	Greenhouse and lawns .....	15
Mechanical dept. ....	132	Under punishment .....	20
Paint shop and class .....	32	Awkward squad .....	5
Printing .....	21	Details outside walls .....	106
Stone and brick classes .....	95	Miscellaneous .....	8
Tailor and shoe shops .....	37	Sick .....	24
Blacksmith .....	20	Maintenance .....	218

**4. Vocational Training**—(See section on Vocational Training under "Education.")

**5. Compensation**—Inmates detailed on maintenance are paid from 7½ cents to 20 cents per day. This sometimes totals as much as \$2000 a month. The inmates working in the cabinet shop are paid by the Welfare Department about ten cents a day.

## VII. EDUCATION

**1. Library**—There is a fair library of 2300 volumes located in the rotunda. The circulation is over 1000 a week. There is a state appropriation, the amount of which varies; books are also purchased from visitors' fees. All the leading technical magazines are



subscribed for and are sent from the library to the appropriate departments.

**2. School**—Every inmate who lacks an eighth grade education is required to attend school, which covers work up to the eighth grade and part of the ninth. It is held from 1.00 to 3.00 and from 5.30 to 7.30 P. M. five days a week and 50 weeks a year, except for the evening school, which has a two months' vacation. The enrolment is from 900 to 1000. They are standard schoolrooms at the end of three of the four cell blocks. The educational staff consists of a trained superintendent and eight teachers, all of whom hold state licenses. The teachers are taking a credit course under a professor from the State College. There is a debating society for the four upper classes and a special evening class in geometry.

Special emphasis is put on vocational training and instruction is given in the leading skilled trades in well-equipped trade school shops. The furniture factory is a modern shop in which practical instruction is combined with production. Construction work, farm, dairy, and poultry work are used for instruction. Demonstrations, cattle-judging contests, etc. are arranged through the State College. All vocational instruction is closely coordinated with the academic work. Texts for trade instruction have been prepared by the vocational director's staff wherever suitable texts are lacking. There are 32 trade instructors. The vocational program is in charge of a vocational director who has been connected with the institution for 36 years. After three weeks of an inmate's sentence has passed, the vocational director takes him on a tour of the shops. The boy is then assigned to a trade at a classification meeting, his own preference being taken into account.

There is only enough military drill to teach the inmates to march in formation. An extensive program of physical education under a trained director is carried on. The gymnasium occupies two large floors. Music instruction, both for band and orchestra, is given by trained men.

## VIII. RELIGION

**1. Chapel**—The chapel is situated over the central rotunda. It is well lighted and ventilated and seats about 850.

2. **Chaplain**—There is a full time and a part-time chaplain.

3. **Services**—Catholic services are conducted twice a month and Protestant services weekly. Attendance at regular services is compulsory but at the weekly Sunday school attendance is voluntary.

4. **Other Agencies**—The Jewish Board of Welfare holds services on Jewish holidays.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

During the year 1926, 353 inmates were paroled. The board of trustees acts as a parole board and meets in this capacity once a month. Inmates on parole mail in monthly reports, the accuracy of which is vouched for and signed by the employer. The average length of parole is about seven months.

## XI. COST

The total expenses for the year 1926 were: \$242,747.12. Of this amount \$145,280.52 was charged to the counties from which the inmates came. Earnings from the industries do not enter into the prison accounts, but into the accounts of the State Department of Welfare.

## COMMENT

Like those of the Ohio and Iowa reformatories the plant of this institution was erected for a prison and while it was turned into a reformatory before it was occupied prison ideas are dominant in the architecture and general plan. The institution as a whole is exceedingly well kept and has been recently improved in many ways.



The chief activities of this reformatory, as of most others, are educational in nature. Giving these activities significance for the inmates and making them effective, especially in training for vocations, appears to be achieved more successfully here than in the great majority of similar institutions. There is less meaningless routine in the academic courses than one usually finds and they are more closely correlated with the vocational courses, in which inmates of reformatory age are primarily interested. The school-rooms are advantageously located at the ends of three of the cell houses so that they can be used in the evening as well as during the day.

The vocational instruction aims to supply training in over 30 occupations. The shops, farms, construction work, maintenance details and standard trade schools are all used intelligently in giving this training. Several of the trade schools would compare favorably with those to be found in cities. The furniture factory, operated under the State Department of Public Welfare, is well equipped and can, if a sufficient volume of business is secured to keep it running, provide training facilities under conditions of actual production, the way in which much instruction must be given to be effective. The automobile shop needs new and better equipment. The farms are excellent and their value for instruction is increased by the practice of using the assistance of the County Agricultural Agent and the School of Agriculture at State College. The stock-judging contests which are held are examples of the methods used to make the farm work more interesting and instructive.

Two things in the vocational training program are noteworthy. The instructors are required to take an extension course given by a professor of industrial education from State College, and second, an unusual amount of attention is given to vocational guidance, without which vocational education is often a waste of time. The individual inmate is carefully analyzed, he is supplied with descriptive material on all the trades taught and is taken on a tour of all the shops and trade schools before the decision is made as to what occupation he shall be trained for. This decision takes his preference into account and is made at a staff meeting which uses data from

psychological and other tests as well as the opinions of various officers.

The whole program of vocational education is believed to be the best found in an American reformatory and is worthy of study by other institutions largely because of the extent to which vocational and academic instruction have been correlated and both coordinated with the actual work of the institution. Attention is called to the description of the program in Section VII of this report. The library is not up to the standard of the educational program. The subscription list of technical magazines is unusually complete. The vocational director is a man of long experience. The text-books have been for the most part written by members of the staff, although there is an excellent trade library and an unusually large supply of trade magazines. The program of vocational education seems to be more effective than similar programs elsewhere.

Another type of education is given more attention here than in most other reformatories. Physical education is in charge of a physical director and there is an excellent gymnasium. Gymnastics, calisthenics and posture work are stressed. There is perhaps too much emphasis on formal exercise, from which schools and colleges are gradually breaking away, but the importance of corrective work is properly recognized. The gains in weight, height and strength which the records show here are evidence of the value of the program. Many of the inmates are underdeveloped physically when received.

Calisthenic corrective work, etc. should be only a part of the program of physical education. Outdoor exercise in competitive sports is universally recognized today as the most beneficial form. The reformatory is fortunate to have facilities for basketball as a year-round sport, although it is one which needs to be strictly limited for younger men.

Whether because of considerations of health, fire hazard, or discipline the smoking rule here is more rigid than in any other institution in the country. Neither inmates nor officers are allowed to smoke within the walls. This appears to be an unnecessarily rigid rule to apply to officers, and more trouble to enforce than it is worth so far as inmates are concerned. A rule forbidding smoking where there is fire hazard and at hours when it interferes with



work or study would seem to be enough. It is probably better for most inmates to smoke than to practice the deceptions which they inevitably do to break a rule forbidding it.

The discipline appears to be reasonable and the punishments not oversevere. The chief punishments are the loss of marks, which is a logical one, and assignment to the unpopular scrubbing gang. Both of these are apparently effective and the punishment cells are sparingly used. The authorities are wise not to emphasize military discipline or drill, neither of which has proved its value in reformatory practice.

Moving pictures are shown less often than is customary, but either the band or the orchestra plays in the rotunda every evening. There is a debating society in connection with the school work. The weekly paper is an unusually good one. An effort is clearly made to make wholesome recreation, both indoors and out, an important part of the program.

The main buildings were unfortunately built for prison use, although the institution opened as a reformatory. Fortunately the cells are unusually wide and the cell houses have skylights. The institution is badly overcrowded and nearly 300 men are doubled in cells. The occupants of one cell house, numbering 280, eat in their cells because of the inadequacy of the dining room facilities. In the dining rooms there are standard tables with table-cloths and chairs and the general effect is less institutional than usual.

There are still defects in the plant and program to rectify, but the attitude of the administration seems to be one of open-mindedness toward these defects. There is always the danger that the vocational training program of a reformatory will degenerate into a mass performance in interest or purpose. Here the danger is reduced by the amount of practical significance which the work has been given. The need is always for adequate modern equipment, skilled instruction and intelligent study and guidance of each individual.

## STATE INDUSTRIAL HOME FOR WOMEN MUNCY, PENNSYLVANIA

Visited December 2, 1927.

This institution was opened in 1920 and may now receive any women sentenced to one year or more who are sixteen years or over. Originally inmates were only received between 16 and 30 years of age.

### I. GROUND AND PLANT

The institution comprises four stone buildings and two farm houses used for institutional purposes. It is situated on 535 acres of land, about 300 of which are hilly. The administration building and the three other stone buildings are substantially built and as a whole well planned. The group forms one of the better penal institutions for women in the country. There is no wall around the institution which is situated about half a mile back from the road.

**1. Housing**—The women are quartered in the three stone buildings and two farm houses which originally stood on the plot. In the regular buildings each inmate has a room with an outside window. Rooms are attractively finished and well equipped and an admirable state of sanitation is maintained throughout the housing quarters. Toilet and washing facilities are placed in rooms on each floor of the cottages.

**2. Farm**—Extensive garden and farm operations are conducted. There is a dairy and a piggery and poultry raising is carried on.

### II. ADMINISTRATION

**1. Control**—This institution is under the control of the Board of Trustees composed of nine members appointed by the Governor. In addition to drawing up the general policy of the institution this board with the approval of the State Welfare Department appoints the superintendent and other officers. (See section on Control in the General Statement on Pennsylvania.)



**2. Superintendent**—Franklin R. Wilson was appointed superintendent in July, 1921, for an indefinite term of office. She had previously been a school teacher and at the head of girls' schools in Kansas and Missouri.

**3. Staff**—The assistant superintendent, Nell Tharpe, was appointed in 1927. There is also a staff consisting of a psychologist, dietitian, school teacher, sewing teacher, music and gymnasium teacher, gardener, instructor in animal husbandry, trained nurse and nine matrons and housekeepers, all of whom are women.

**4. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$5000	quarters and maintenance
Asst. supt. ....	1800	" " "
Matrons .....	600 to 1380	quarters and maintenance
Housekeepers .....	600 to 780	" " "
Doctor (part time) .....	Fee basis	
Dentist " " .....	" "	
Psychologist .....	1680	quarters and maintenance
Trained nurse .....	1620	" " "
Domestic science instructor .....	1200	" " "
Sewing instructor .....	1000	part maintenance
Music and gymnasium instructor .....	1020	quarters and maintenance
Education officer .....	1500	" " "
Animal husbandry instructor .....	1200	" " "
Steward .....	1308	
Chaplain .....	5	per Sunday

A state retirement pension provides for half pay at the age of 60.

### III. PRISONERS

**1. Population**—At the time the institution was visited there were 113 inmates. The following analysis is given of the 126 prisoners received during the year ending June 30, 1928:

#### Ages when received:

Under 20 years .....	54	30 to 39 years .....	10
20 to 24 " .....	43	40 to 49 " .....	9
25 to 29 " .....	9	50 and over .....	1

#### Nativity:

Native born .....	97	Foreign born .....	29
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The foreign born were from 13 foreign countries.

**Race:**

White ..... 112      Negro ..... 14

**Education:**

Illiterate ..... 7

Grammar school ..... 101

High school ..... 18

**Sentences:**

No. on Indeterminate Sentence ..... 82

“ “ Determinate “ “ ..... 44

Up to 5 years ..... 25

Bet. 5 and 10 years ..... 8

“ 11 and 20 “ ..... 10

“ 21 and 30 “ ..... 1

**2. Classification**—The cottage method of housing is well adapted to the practical working of a system of classification. As the institution develops classification will become a more important factor.

**3. Insane**—On the recommendation of a commissioner appointed by the court which sentenced the prisoner, the insane prisoner may be transferred by order of this court to a state hospital.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The regulations are not numerous and include only provisions that are necessary for orderly institutional life.

**2. Punishment**—Minor difficulties are usually handled by a conference between the superintendent and the individual. In some cases the inmate is given so many evenings in her room without light while the others are in the living room. For more serious offenses the inmates are placed in the demotion cottage for two months where they lose such privileges as school, chapel, and living room, and must wear dresses not of their own design and making. While in the demotion cottage they are more or less ignored by the superintendent and her staff and little, if any, attention is paid to them. This method of handling offenders appears to bring about desirable results.



## V. HEALTH

1. **Hospital**—The hospital, located in one of the cottages, has six rooms with one bed each. There are no facilities for major surgery or X-ray equipment. Urinalyses only are made in the laboratory.

2. **Medical Staff**—A local physician attends one day weekly as needed. A full-time trained nurse is in charge. A part-time dentist, an oculist as needed, and one inmate complete the staff.

3. **Medical Examination and Care**—Each inmate is given a physical examination and a Wassermann test. New inmates are quarantined for two weeks. Dental defects are noted and vision tested when physical examination is made. The dentist spends one day weekly at the prison. The oculist attends when called upon. Venereal cases are placed under treatment. There were no tuberculous inmates at the time of the survey.

4. **Psychological Work**—A full-time psychologist, who is also the parole officer, is employed. She is not attached to the medical department. A psychological examination is given each inmate. The state psychiatrist visits the institution one day monthly and examines cases referred to him. Inmates with low grade mentality are transferred to the state hospital at Laurelton.

5. **Commissary**—Each house has its own commissary unit complete, with kitchen and storerooms and a dining room which really deserves the name. The dining room is attractively decorated and furnished. The kitchen and storerooms are scrupulously neat and orderly and the equipment sufficient for all purposes. The commissaries as a whole are models of their kind.

A dietitian supervises the menus which are composed largely of vegetables. Meat is served once every other day. Food is not rationed and the prison garden supplies a large variety of vegetables. Each inmate has one quart of whole milk and two eggs daily from the farm dairy and poultry department.

6. **Baths**—In the living parts of the cottages, bath, lavatory and toilet facilities are provided in rooms on each floor.

7. **Recreation**—Inmates are allowed on the grounds from 5.30 to dusk during the summer and on Saturday and Sunday after-

noons. On Sundays and holidays hiking and picnic parties are arranged. Volleyball, basketball and other sports are supervised by the gymnasium teacher and matrons. The equipment is supplied by gifts.

**8. Entertainment**—Movies are shown only occasionally but the inmates stage shows and give pageants several times a year. Some use is made of the radio.

Perhaps the most important feature of the entertainment or social life of the institution is found in the large living room of each cottage. These rooms have a fireplace, piano, and attractive furnishings. Games of various sorts are played. Most of them have a sewing machine or two on which the women may do personal sewing.

## VI. INDUSTRIES

Farming, dairying, poultry raising and canning are the principal industries. The domestic science, cooking, laundering, sewing, domestic arts, rug making and housework are all used to give as large a measure of vocational value as possible. During five months of the year there is no school and no domestic science, but the work of the garden and cannery occupies the inmates.

## VII. EDUCATION

Every activity in this institution is consciously directed toward education in the broadest sense and, to a degree found in few penal institutions in the country, education for life outside is being given. Classes in domestic science, sewing and domestic art supplement the training received in the kitchens, dining rooms and laundries as a part of the daily routine, and additional training is given by the market gardening and canning, care of the herd, swine and poultry, and all the other activities of an extensive farm. All of the officers are in reality teachers. Among them is a music and gymnasium teacher. In each cottage there is a piano and in the administration building a gymnasium. Both are made use of as a part of the regular program, supplemented by outdoor athletics, pageants, folk dancing, concerts, dramatics, etc. Life in the cottages, each of which is a self-contained unit, is educational in nature, and the evening recreation hours in the various living rooms, where there are pianos, are indirectly educational. In the administration building is a library



and in each cottage there are a few selected books. The women are encouraged to read and may make their own selections in the library.

There is a school designed to give instruction in reading, writing, and arithmetic to those who wish it. Attendance is voluntary and by making the program interesting and attractive an enrolment of about 75 per cent of the population has been built up. The school meets five days a week for two hours, from October 15 to May 1, when the farm activities increase in importance. Classes are organized in the school in accordance with the mental age of the pupils, as determined by the psychologist.

### VIII. RELIGION

A room in the administration building is used as a chapel and general assembly place. Services are conducted weekly by different chaplains. Mass and confessions for those of the Catholic faith are held once a month.

### IX. INMATE COMMUNITY ORGANIZATION

The spirit of the management of the institution and the whole routine give valuable training to the inmates, though the inmates' participation in handling the community life is not organized to the extent that it is in many of the institutions for women.

### X. PAROLE

During the year 1927, 32 inmates were paroled and two declared violators. Inmates are paroled largely to individuals, are visited by a parole officer and report monthly by letter. The Board of Trustees constitutes the parole authority.

### XI. Cost

Gross cost for the year ending 6/1/28...	\$126,457.79
Earnings .....	34,400.62
Net cost .....	92,057.17
Gross per capita cost .....	3.0834
Net per capita cost .....	2.2446

## COMMENT

The main buildings are of substantial construction of which the upkeep is easy and the cost light. They form an unusually attractive group of buildings. The use of two farm houses nearby is satisfactory as a temporary expedient but additional buildings of a type of construction uniform with the others should be made available, as the farm houses present an unavoidable fire hazard.

The staff is made up of competent workers who are interested in their work. The spirit of the institution is not repressive and the purpose appears to be to make the life here as nearly normal as it can be under institutional conditions. Such a policy appears as wise from an institutional standpoint as it does sound for the purpose of rehabilitating the inmates.

Farm work and gardening in the summer and domestic science and sewing in the winter with maintenance duties have occupied most of the time of the inmates. The change of the state law, providing that any woman sentenced for a year or more may be committed to this institution, indicates a rise in population and with the rise in population the need for some supplementary industry is probable. While many of the inmates may go out into domestic service for which the activities of the institution provide useful training, there are probably many others who will go into factory work. For the latter an industry which they may follow on their release would probably provide the better training.

Any comment on the educational work of this institution would involve comment on the whole institution, all of whose activities are educational in their purpose. Here one has a convincing demonstration of what can be done to fit women prisoners for life. The impression received as one approaches the grounds, that he is approaching a fine girls' school rather than a penal institution, is confirmed by a study of its activities. Granted that the problem of making the daily activities of a prison for men directly or indirectly educational in nature is more difficult than the same problem in a woman's institution, one is still forced to conclude that men's prisons and reformatories have much to learn from institutions of the type of Muncy. A diversified program of academic, domestic, vocational, esthetic



and moral education can be seen here so directed as to become a part of the life of the institution rather than a routine process unrelated to life itself.

This institution is the one penal institution of the state in which the citizens of the state may take any real pride. This is as true of its plant as it is of its spirit and purpose of management. In its buildings, staff, purpose and program Muncy is among the better institutions for women in the country.

## EASTERN STATE PENITENTIARY PHILADELPHIA, PA.

Visited December 12 & 13, 1927.

The cornerstone of the Eastern Penitentiary was laid in 1823 and the buildings completed in 1829. It is therefore one of the oldest prisons in the United States. It was originally located outside of the city but has for many years been completely surrounded by it. The unusually high wall, unbroken except for a massive gateway, encloses 12 acres.

When the prison was begun in Center County at Rockview many years ago it was planned that it should take all the prisoners of the state and the Eastern Penitentiary would be abandoned. This plan was later given up and legislation was passed authorizing the purchase of ground for a new Eastern penitentiary. The site finally selected was at Gratersford, in Montgomery County near Norristown. A plot of 1700 acres of rolling ground rising to the highest knoll in the vicinity was purchased, and the work of constructing a wall was begun in 1927 by inmates transferred from the old prison. Temporary barracks were constructed for their use. The wall is to be 35 feet high and will enclose 65 acres, the largest prison enclosure in the United States. The cell houses, eight in number and two stories in height, will be entirely within the walls and will contain outside cells. The radial design of the old institution is not to be followed. The original appropriation of \$750,000 is insufficient for the work of preparing the grounds, installing the sewage system and building the wall. A second appropriation of \$5,000,000 is to be requested of the legislature and it is estimated that the completed prison, built by inmate labor, will cost \$10,000,000. It is designed for 3200 prisoners, 400 to be quartered in each of the eight cell houses. The work of building the prison will take several years and no decision on what will be done with the old plant after its completion has been made.



## I. GROUND AND PLANT

The Philadelphia system was one which provided a cell for each prisoner with a small exercise court adjoining, with the intention that he should spend his entire time in the court or in the cell, never seeing any other prisoner and only a few officers at rare and set intervals. The plant was designed to carry out this idea. The result is a number of buildings like the spokes of a wheel with a common center as the hub. On either side of these buildings were the cells opening into the small exercise court outside of the cell. Today the exercise courts have been torn out or used for other purposes. The cells have been modernized by the installation of plumbing and in some of the later wings two or more tiers of cells have been built. This type of building occupies so much of the available space in the yard that little is left for recreation purposes.

1. **Housing**—There are 800 cells of the old type 15 x 8 and 10.6" high situated on either side of the corridors. Each cell has a grated-iron door in addition to a wooden door outside. Most of the cells now quarter two men. The cells have toilet and lavatory and are lighted by electricity. Each of the original cells has a small skylight which the inmate may adjust for ventilation purposes.

In 1925 a smaller additional cell house was built containing 117 cells, measuring 11 x 7 and 8.6" high. These cells were more modern in construction and were on the whole quite satisfactory, although built to meet an emergency in the housing situation.

2. **Farm**—There is no farm.

## II. ADMINISTRATION

1. **Control**—(See General Statement on Pennsylvania.)

The control of the institution is somewhat dual in nature. Authority for some of the business is in the hands of the Director of Public Welfare, but some is in the hands of the local Board of Trustees appointed by the Governor for a term of six years. This board is responsible for the general policy of the institution and

appoints and dismisses the warden with the approval of the Governor. When the prison was visited the members of the board were: \*

Alfred W. Fleisher, Pres.

Dr. Herbert M. Goddard, Vice-Pres.

Henry N. Woolman, Sec'y and Treas.

Rev. Linn Bowman

Samuel R. Boggs

Ernest T. Attwell

Allen M. Matthews

W. Curtis Bok

**2. Warden**—At the time the prison was visited Colonel John G. Groome had been warden for four years. On his resignation the deputy, Herbert Smith, was made warden. He was a former captain of the state police and was originally detailed for special duty at the Penitentiary. He later resigned from the police force and was appointed deputy warden in 1923.

**3. Deputy Warden**—Elmer Leithiser was appointed August 16, 1924. He had been a captain of the state police.

**4. Guards**—There are 177 guards, 59 of whom are used at the new prison. They are appointed by the warden without any Civil Service regulations. They work on eight-hour shifts, are off from Saturday afternoon until Monday morning every other week and have 14 days' vacation a year. The guards are uniformed.

#### **5. Salaries and Pensions—**

Warden .....	\$8000 and maintenance
Deputy warden .....	4500 quarters and maintenance
Asst. deputy .....	3500 and quarters
Doctors .....	2400 and 3000 quarters and maintenance
Moral instructors (part time)....	1200 and 2000 and quarters
Guards .....	1600 and 1890
Clerks .....	1800 to 3750
Educational director and psychologist .....	3600

\* Since the prison was visited the personnel of the Board has been changed, as follows:

Henry N. Woolman, Pres.

Dr. Guy T. Holcombe

Dr. Herbert M. Goddard, Vice Pres.

Hiram B. Weachter

James Gallagher, Sec'y

D. Edward Long

Allen M. Matthews, Treas.

Col. John G. Groome

George E. Walk, Ph.D., Asst. Treas.



There is a state retirement pension of half pay at the age of 60.

### III. PRISONERS

1. **Population**—On December 12, 1927, there were 1,552 inmates. The following data are given for the 2,119 prisoners for the year ending May 31, 1929.

#### Ages when received:

Under 20 years .....	296	30 to 39 years .....	520
20 to 24 " .....	511	40 to 49 " .....	251
25 to 29 " .....	416	50 and over .....	125

#### Nativity:

Native born .....	1761	Foreign born .....	358
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The 358 foreign born were from the following countries:

Austria .....	24	Poland .....	34
Germany .....	14	Russia .....	40
Italy .....	150	32 other countries .....	96

#### Race:

White.....	1377	Negro.....	742	Other races.....	1
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#### Education:

Illiterate .....	119	High school .....	299
Grammar school .....	1682	College .....	19

**Sentences:** All prisoners are on Determinate Sentence.

Up to 10 years .....	874
Bet. 11 and 20 years .....	730
" 21 and 40 " .....	394
Life .....	121

All executions in the state take place at Rockview.

2. **Classification**—Some prisoners have been segregated, but no system of scientific classification has been undertaken.

3. **Insane**—Upon recommendation of a commissioner appointed by the judge who sentenced the prisoner insane men may be transferred to the state hospital. However, a number are usually held at the prison because of the lack of proper facilities for caring for them at the hospital.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The revised regulations in regard to the inmates are general in nature and few in number. They do not provide for a silence system. Two letters a month may be written regularly and permission for special letters may be secured very easily. Books and magazines may be received direct from the publisher but newspapers are not allowed.

Two visitors may be received a month for a visit of twenty minutes' duration. Orders by the men for tobacco, candy, toilet articles, etc., are placed at wholesale prices.

**2. Punishments**—Loss of privileges is the form of punishment most used. Confinement in solitary cells is the type of punishment regularly used for more serious offenses. The punishment cells are not dark, but are well lighted and ventilated. They have modern plumbing but are completely cut off from the rest of the prison population.

#### V. HEALTH

**1. Hospital**—The hospital has a capacity of 100 beds distributed among two wards of 28 beds each and 44 cells of one bed each. An entire cell block has been converted to hospital uses. In some cases partitions have been removed and two cells made into one larger room. The operating room, first aid and dressing room, venereal treatment room, eye room, X-ray room, and laboratory were so constructed. Modern facilities are provided in all these departments. A laboratory is equipped for all types of clinical work except Wassermann tests which are done by the State Board of Health laboratories. A diet kitchen supplies the patients and attendants.

There is a separate building in the prison yard which can be used as an isolation hospital in case of necessity. It has a capacity of ten beds.

**2. Medical Staff**—There are two full-time resident physicians, a part-time dentist, and a consulting staff of 20 specialists representing all the major specialties of medicine. Eight inmates are assigned to hospital work.

**3. Medical Examination and Care**—Each new inmate is given a physical examination with Wassermann tests. His dental condition



and vision are also determined at this time. The dentist spends half time in prison work and the oculist attends a half day weekly. Each inmate is weighed monthly. Tuberculous inmates are housed in the hospital block and given a supplementary diet of eggs and milk. Venereal cases are placed under treatment.

**4. Psychological Work**—Mental examinations are made only on selected cases.

**5. Commissary**—The prison had no mess hall until a few years ago when some of the old exercise courts were turned into mess halls. The rooms are narrow but by using the cafeteria method the men are served quickly and the food is kept hot until served. The kitchen is located in a separate building and while not modern in plan or equipment it is on the whole quite adequate. Considering the difficulties involved, a good standard of sanitation is maintained.

The diet is varied and well supplied with vegetables. Fish is served weekly. All foods including milk must be purchased as there is no prison farm. Each prisoner has a pint of milk daily either for cereals or drinking as he may choose. One portion of food only is allowed. Outside food is not permitted.

**6. Baths**—At the end of each of the cell blocks one or more of the old cells have been turned into bath houses. The population is required to bathe three times a week and daily use of the baths is allowed.

**7. Recreation**—Yard time is allowed the men daily in the afternoon and on Saturday afternoons, Sundays and holidays. In spite of the small amount of space available for recreation, an unusual program of athletics is conducted. Handball, volleyball, basketball, boxing, and other games are played. The recreation is supervised by the deputy and by a committee of prisoners, one from each of the cell houses. Supplies are purchased by the men themselves.

**8. Entertainment**—Movies are shown on holidays, band concerts are given frequently and a number of lectures are also given each year. As there is no place available for the whole population, one of the centers is used for a place of assembly. The use of radios has been approved, but none had been installed at the time the institution was visited.

## VI. INDUSTRIES

**1. Workshops**—The workshops like many other parts of the prison are housed in what were originally the exercise courts and one or two of the other buildings made available for the purpose. While none of the buildings are modern in type or construction, they afford as good working quarters as could be devised under the conditions. The working hours in the shops are from 8.00 to 1.00 o'clock daily. After the noon meal, the men are given time in the yard.

**2. Character**—Industries are in the control of the State Department of Welfare on the state-use plan. At the time the prison was visited to gather information for the first Handbook in 1923, the State Department was employing 261 men; in October, 1925, 280 men; and in December, 1927, 311 men, out of the total population of over 1,500. In addition to the State Welfare Department shops, the warden with the approval of the Board of Trustees makes manufacturing agreements with a number of companies for making certain parts of chairs and rugs.

Many of the men run industries of their own and employ men to work for them.

**3. Employment**—When the prison was visited on December 12, 1927, the population of the 1,552 prisoners was distributed as follows:

Welfare dept. shops .....	311
Other manufacturing shops .....	262
Maintenance shops (outside) ....	190
Maintenance shops (inside) .....	284
At new Eastern State Prison.....	74
Attending school .....	68
In hospital .....	21
Idle, on block .....	342

**4. Vocational Training**—Some of the maintenance shops and details and work on the new prison offer some vocational opportunity, but there is no organized system of vocational training.

**5. Compensation**—Men detailed to the State Welfare Department shops receive from 10 to 60 cents a day. Men working on maintenance details receive 10, 15 or 20 cents a day. Men working in



the caning or rag shops are paid on the piece basis and make from 10 to 40 cents a day. Those working for individuals are paid by the individuals and, while the accounts are handled by the prison, they do not enter into the state funds.

## VII. EDUCATION

1. **Library**—There is a library conveniently located, containing 11,000 volumes in charge of an officer-librarian. The circulation is about 9000 a month. There is no regular appropriation but \$500 was appropriated 18 months ago. Books are purchased at second hand and rebound in the prison. A few magazines are contributed.

2. **School**—There is a compulsory school offering courses through the fourth grade and enrolling 56 men. It is in session from 9.00 to 1.00 P. M., when the shops shut down. The classrooms seat only 90. The director of education is the prison psychologist. There are five inmate teachers who are paid \$12 a month.

Fifty men are enrolled in a correspondence course in poultry raising given by the State College. They meet as a class two days a week. A few men are taking other correspondence courses.

## VIII. RELIGION

1. **Chapel**—There is no large chapel for the general population. A room seating 400 men is used for Catholic and Protestant services.

2. **Chaplains**—Three "moral instructors", as the chaplains are called in this institution, are employed.

3. **Services**—Catholic, Protestant and Jewish services are held weekly.

4. **Other Agencies**—The Pennsylvania Prison Society, The American Society for Visiting Catholic Prisoners and the Prison Aid Committee hold occasional services.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

Paroles are granted by the Board of Trustees after approval by the Board of Pardons and the Governor. During the past year, 233 men were paroled and 31 declared violators. Men are paroled to both organizations and individuals. They report by calling personally at the penitentiary and by regular monthly reports.

## XI. Cost

Gross cost for the year ending 5/31/28. . . \$655,658.74

Gross per capita cost . . . . . 407.13

This statement does not include cost of construction at the new prison and the earnings from industries do not enter into the prison accounts at all, but are accounted for by the State Department of Welfare.

## COMMENT

The actual beginning of construction of the wall at the new Eastern Penitentiary makes the final abandonment of the ancient fastness in Philadelphia probable if not certain, although one cannot be too sanguine as to the rapidity with which this will come about. The authorities are very wisely using inmate labor in the construction of the new plant, thus saving the state a large amount of money and supplying excellent employment for the prisoners over a term of years. The experience of other states indicates that no substantial delay need result from the use of inmate labor.

The old Eastern Penitentiary, begun in 1823, is one of the oldest prisons in the country. It has long been out-grown and out-worn. Its physical limitations have made the development of a modern penal program impossible. The city has grown close around it and inside the walls the space has been almost completely taken up by buildings. Only a few of the oldest prisons in the country have so crowded an enclosure. There is little in the history of this prison or in its present condition to cause regret at its passing.

The location of the new prison appears to be an excellent one. There are many points in the plans that are worthy of note and of



commendation: the decision to build two-story cell houses instead of the huge and oppressive cell blocks found in several new prisons; the outside cells; the plan for a number of comparatively small mess halls instead of one large one; and the provision for ample space within the walls to allow for building expansion and outdoor recreation.

Other features of the plans, however, are open to question. The trend in penal thought today is toward individual as opposed to mass treatment; there is a generally accepted opinion that prisons cannot fulfill their function successfully when they have several thousand inmates. The authorities of New York, for example, have announced that the population of no prison in that state will be allowed to rise above 2000. A better limit, however, would be 1000. The need of the more populated states is for a variety of institutions designed to care for particular groups rather than for a small number of large prisons which can not meet the problem presented by widely diversified types of offenders. It is not to be believed that all of the 3200 men who will eventually occupy the new prison need to be kept behind a 35-foot wall and to be housed in expensively constructed cell houses. It is quite certain that many of them would receive greater benefit from being committed to an entirely different type of institution. On the Gratersford tract there is opportunity to create a farm institution or a number of coordinated farm colonies near enough to the prison to facilitate transfer. Such a development would be a desirable supplement to the prison itself.

It is not only desirable but necessary that a prison have ample space within its walls. The old prison is an outstanding example of the opposite condition. It is possible, however, to be carried away by a "size-complex" in which state pride plays no small part. Thus Joliet was to be the largest prison in the country, with over 60 acres within its wall, until the new Michigan prison at Jackson was designed to surpass it by an acre. Now the new Eastern Penitentiary is to exceed Jackson in size, although the officials of both Joliet and Jackson state frankly that their yard enclosures are far too large for proper supervision and that the difficulties which they face as a result are almost insuperable. Since the present plans for the new prison are not likely to be changed in respect to the size

of the institution, it is suggested that the yard area be cut into several units by inner cross walls or fences and especially that the shop area be walled off from that containing the cell houses, in order that at night the space to be intensively guarded can be materially reduced. Excessive size brings other problems than the danger of escape, but that problem at least cannot be evaded.

One may hope for the development of an industrial system worthy of the state when the new prison is completed, although the present system has been rendered futile as much by failure to receive outside support as by lack of space and buildings. The attempt to expand the industries here has been as conspicuous a failure as in any state in the country. It is incredible that a state having in its own institutions and agencies as large a potential market as Pennsylvania has, should be able to find employment for such a small percentage of its inmates in state-use industries. Moreover the authorities have been constrained to stretch the law in order to reduce idleness. Even with this hundreds of prisoners have to choose between idleness and the development of their own shops and marketing agencies. The attitude of the officials toward prisoners operating their own small shops has been wisely liberal under the circumstances. But these methods are temporary expedients and cannot take the place of well-organized industries in satisfactory buildings equipped with modern machinery. The new prison plant will provide modern workshops for larger industries but can in no way affect the need of an enlarged market for the disposal of prison goods, which is the chief cause of idleness in the Pennsylvania penal institutions.

The rather free-and-easy atmosphere about the old prison may easily be misleading. Having rectified the gross irregularities that existed under a former regime the officials impose on the inmates only as much regulation as is necessary for good order. There is no evidence of lack of discipline among the prisoners, and the freedom permitted them in many ways does something to counteract the bad effects of the living conditions and the lack of employment. The guards are under a discipline that is modeled after that of the State Constabulary and they appear to be instructed, directed and checked up more carefully than are those of most prisons.

The educational work is so obviously inadequate that extended



comment is superfluous. The skilled direction of a trained man, having experience not only as a teacher but as a psychologist, has at last been supplied, but his work is handicapped by limited space in the present school quarters, where only 90 students at most can be cared for, and by greatly restricted hours. Little more than rudimentary instruction is given. Cell-study courses similar to those being given in New Jersey, Ohio, California, and other prisons should be developed. By permitting the use of the schoolrooms during the afternoon and evening hours, by taking advantage of the willingness to cooperate already shown by State College and Temple University and by developing cooperation with the University of Pennsylvania and other state and city institutions, the program could be still further developed, especially in the direction of vocational education. When the new plant is completed, it is to be hoped that a complete and well-rounded educational system providing both vocational and academic instruction will be developed. The Eastern Penitentiary can find in the Western Penitentiary examples of what can be done, even with limited facilities.

The library of 11,000 volumes, in charge of an officer-librarian, appears to be serving the prison community well. Its outstanding need is for a regular appropriation for the purchase of books and for the development of a close working relation with the State Library, which can render invaluable service, as for example in the loan of individual volumes or packets of books. A system of supervised reading would have distinct educational value.

The Eastern Penitentiary can not be said to be a socially constructive institution but it appears to be administered with efficiency and to avoid both the useless repression and the great laxity which have in turn characterized it in the past. When the old plant is abandoned it is to be hoped that the institution will enter on a new era in which it will be possible to develop a well-rounded penal program, consistent with accepted modern standards and worthy of one of the largest and wealthiest states of the union.

## WESTERN STATE PENITENTIARY PITTSBURGH, PENNSYLVANIA

Visited March 16, 1928.

The first Western Penitentiary was opened in 1826, but the present institution was built in 1881-82. The site chosen, that of the old House of Refuge, had already been condemned for institution purposes. It is close to the Ohio River, which has twice flooded a considerable part of the prison. The "Wood's Run District" of Pittsburgh has grown around the prison and added new elements of undesirability to the location. The plan to develop the branch prison at Rockview until all the prisoners could be removed from the Pittsburgh plant has now been tacitly abandoned. The most significant feature of the history of this institution is its comparatively early break, in 1869, from the Pennsylvania system of solitary confinement.

### I. GROUND AND PLANT

The main buildings completed in 1884 consist of two large brick cell houses joined by a commodious administration building. The warden's house stands in front of the administration building. From the ends of the cell houses runs a brick wall enclosing about eight acres. The shops and minor buildings present a more orderly arrangement than usual and there is still room for industrial expansion.

1. **Housing**—The two cell houses are of the Auburn type, with five tiers of cells and service corridors between. The windows are tall and supply reasonably adequate light and ventilation. Heating is by hot air. The walls are well whitewashed and the cells neatly painted, and a satisfactory standard of cleanliness is maintained now that the broken limestone pavement on the lower corridors has been repaired.



There are 1160 cells, each 8 x 8 and 7 feet high. Light and air are admitted by a barred window and door, and each cell has an electric light. The washbowl and toilet in each cell are of a poor design, installed 40 years ago, and the latter is badly corroded. New equipment of a satisfactory type is being installed as the old wears out. All but 50 cells have strap-iron beds. Each cell has a locker, table and chair.

There are 40 additional cells of the same type in an isolation building, formerly the women's section.

**2. Farm**—There is no farm, produce being obtained by purchase from the branch prison at Rockview.

## II. ADMINISTRATION

**1. Control**—This prison and the Rockview branch are under the direction and supervision of a board of nine trustees, the members being appointed for terms of four years by the Governor. They receive no pay. The board is responsible for general policy, and with the approval of the Governor appoints and dismisses the warden. The Department of Public Welfare has only a nominal control over the prison, except in the matter of state industries, which are in charge of the Department. The personnel of the present board of trustees is as follows. All are of Pittsburgh except the last named member, who lives in Bellefonte.

Edwin C. May, Chairman

George Rankin, Jr., Vice Chairman

William E. Sankey, Treasurer

Wm. B. Rodgers, Secretary

James H. Hoeveler

J. B. Montgomery

Dr. W. T. Root

Rev. C. R. Zahniser, Ph.D.

Col. W. Fred. Reynolds

**2. Warden**—Stanley P. Ashe was appointed warden in September, 1924, after serving as educational director and later as deputy warden. He had been a superintendent of city schools and had also a number of years of experience in business.

**3. Deputy Warden**—William E. Rucker was appointed deputy warden in February, 1926. He was in the army for nine years and in the state police for 16 years, holding the rank of captain.

**4. Guards**—There are 90 guards, 22 of whom are on night duty. They are appointed by the warden. There is no Civil Service law. Wall guards are on eight-hour shifts; the remainder are on duty during the working day. Guards are uniformed at their own expense. They are supplied with one meal a day and have 15 days' vacation a year.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$8000	quarters and maintenance
Deputy warden .....	5000	and quarters
Chief clerk .....	3400	
Guards .....	1620	to 1860 and one meal a day
Medical director (part time) .....	3000	
Resident doctor .....	3600	quarters and maintenance
Dentist (half time) .....	2400	
Psychiatrist (part time) .....	3600	
Oculist (part time) .....	600	
Psychologist .....	2400	
Chaplain .....	4000	
Educational director .....	3600	
Parole officer .....	3900	
Auditor .....	4200	
Purchasing agent .....	3240	
Steward .....	3000	
Office employees .....	1020	to 2700

There are 105 employees on the payroll.

Officers are assessed for a retirement fund. They retire on half pay after 25 years of service and may retire after ten years of service at the age of 60. The rate of pension is two per cent of their pay for each year of service.

### III. PRISONERS

**1. Population**—On March 16, 1928, when the prison was visited, there were 1080 prisoners at the main prison and 793 at the Rockview Branch.

The report for the year ending May 31, 1928, gives analysis of 448 prisoners received during that year. All are received at Pitts-



burgh as the Rockview Branch is not a prison of original commitment.

#### Ages when received:

Under 20 years .....	32	30 to 39 years .....	116
20 to 24 " .....	104	40 to 49 " .....	48
25 to 29 " .....	129	50 and over .....	19

#### Nativity:

Native born .....	381	Foreign born .....	67
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#### Race:

White .....	434	Negro .....	14
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#### Education:

Illiterate .....	38	High school .....	70
Grammar school .....	328	College .....	12

#### Sentences:

No. on Indeterminate Sentence .....	435
" " Determinate " (Life) .....	13

All executions in Pennsylvania take place at Rockview.

**2. Classification**—There is no scientific classification of inmates. An isolation building is used for certain types of cases.

**3. Insane**—Prisoners declared insane may be transferred to the state hospital by court order, on application of the Board of Trustees. The state hospital being overcrowded, some psychopathic cases are now kept in a special ward at Rockview.

## IV. DISCIPLINE

**1. Rules and Regulations**—The minute and detailed rules found in many prisons are not in use here. The rules are few in number, general in character, and based on common sense and reason.

There is no silence rule. Smoking is permitted except in the shops, mess hall and chapel. Letter writing is held only within reasonable limits. Magazines and books may be purchased from the publishers and newspapers and are on sale in the prison. The prison canteen sells candy, tobacco, toilet articles, etc., using script books.

No food may be bought or brought in. One 15-minute visit a month is permitted, but not on Saturdays, Sundays or holidays. The visit is held in a small room, across an ordinary table, in the presence of a guard. Only one prisoner and his visitors are present at one time.

**2. Punishments**—The deputy warden administers discipline. At his hearing of a disciplinary case both prisoner and officer are present and the prisoner may call witnesses in serious cases. The more usual punishments are loss of recreation, entertainment and other privileges. Mail, visiting and similar privileges are, as a rule, taken away only when these have been abused. For the more serious offenses men are locked in their own cells, in screen cells, in the solitary or "stone cells," or are transferred to the isolation building. Men in the isolation section are given regular exercise in a special yard. The "stone cells" are rarely used. The diet, when men are locked in the screen cells, is one full meal a day. In the "stone cells" the diet is bread and water, with one full meal every few days. The limit is usually 15 days. A reprimand and suspended sentence are often given instead of punishment, a repetition of the offense bringing double punishment.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate building near the center of the yard. It has a capacity of 25 beds divided into three wards of eight beds each and one room. A well-equipped operating room is used for major surgery. There is X-ray equipment with fluoroscope and a laboratory that performs all needed clinical work including Wassermann tests. A diet kitchen serves the patients and hospital attendants.

**2. Medical Staff**—The medical director, who is also chief surgeon, is on a part-time basis. There is a full-time resident physician in charge of the hospital. A consulting staff of seven specialists from Pittsburgh, representing the major medical activities, each spend a half day weekly at prison work. There is a part-time dentist, and 26 inmates are assigned to the hospital work.

**3. Medical Examination and Care**—Each new inmate is given a physical examination and Wassermann tests. The dentist sees each



one and renders necessary treatment. Four University of Pittsburgh dental students each spend a half day weekly at the prison working under the dentist's direction. Eye examinations are made only on complaint.

Tuberculous inmates are treated in a special ward with a supplementary diet of eggs and milk. Venereal cases are placed under treatment.

**4. Psychological Work**—A full-time psychologist, not a part of the medical department, gives a mental test to all new prisoners. Psychiatric examinations are given only to cases especially referred.

**5. Commissary**—The mess hall, a one-story building erected originally as a temporary structure, is clean and well cared for. The lighting is good and the ventilation has been much improved by a series of electric fans. Men sit at wooden tables facing one way; the tableware is aluminum. The kitchen is old and rather crude. The difficulty of keeping it sanitary has been reduced by the installation of a vegetable-preparation room in the basement; this, however, is itself difficult to keep clean. The bakery produces an unusual variety of breadstuffs and adds greatly to the diversity of the menu. The food appears better than that in most prisons. Under the system of accounting, however, the prison cannot take full advantage of the produce from Rockview without making the food cost excessive. The per capita food cost is 31 cents a day.

The diet is lacking in a variety of vegetables. Meat is served twice daily. Food, except bread and coffee, is rationed. As the prison has no vegetable garden all foods must be purchased. Outside food is not permitted.

**6. Baths**—There are two bathrooms under the administration building, each containing 20 showers. The location is bad and the ventilation inadequate. Suction fans are to be installed. The bathrooms are kept open and men may bathe at will through the day and early evening, as their work permits.

**7. Recreation**—Recreation is under the direction of the educational director. There is room and equipment for baseball, football, basketball, soccer, handball and volleyball. Men not employed are given the privilege of the yard from 9.00 to 11.00 A. M. and 2.00 to 3.00 P. M. in good weather, and all working men in good stand-

ing are given yard privileges from 5.00 to 7.00 P. M. on weekdays, from 1.15 to 4.40 P. M. on Saturdays, and practically all day on Sundays and holidays. During bad weather men not employed are given the freedom of the lower cell block corridors. There are no games with outside baseball teams but there is an inside league. Recreation is financed from the canteen profits.

**8. Entertainment**—Moving pictures are shown once a week in the chapel except during the hot months. The inmates stage several shows a year and there are occasional lectures and concerts by outside people. A series of weekly lectures, some of them illustrated, has been given during the past year. There are two inmate orchestras and a band. Radios, purchased by individual inmates, are permitted.

## VI. INDUSTRIES

**1. Workshops**—Most of the workshops are one-story buildings erected after the fire of a few years ago. They are not up to the highest shop standards, but the working conditions are satisfactory. Some of the machinery is old, but it has recently been equipped with modern safety devices.

**2. Character**—The industries are under the State Department of Public Welfare. Goods are manufactured for state use only, with the exception of highway markers, which are made for federal use. The state shops are the weaving, clothing, brush and license-plate shops.

**3. Employment**—Only a small part of the population, 250 men, is employed in the state shops. The number in October, 1925, so employed was 252. A number of men are engaged on their own account in the manufacture of novelties and fancy furniture for private sale.

On March 15, 1928, the 1080 inmates were distributed as follows:

Weaving shop .....	117	Maintenance and construction .....	592
Clothing shop .....	58	School and library .....	34
Brush shop .....	8	Barber school .....	21
License plate shop .....	67	Sick, idle and under punishment..	167
Novelty shop .....	16		



**4. Vocational Training**—One or two of the shops and several of the maintenance details give some measure of vocational training. The training and guidance which the authorities wish to give is impossible under the present industrial system. The barber school represents a beginning of the attempt to make maintenance details definitely valuable in vocational training.

**5. Compensation**—Men on maintenance details are paid ten cents a day. The welfare department pays in its industries 20 to 65 cents a day; the average is about 30 cents.

## VII. EDUCATION

**1. Library**—There is a good library of 7600 books in the rotunda between the cell houses. This space is fully equipped as a reading room but its use is not permitted for this purpose. Following an escape some time ago it has been used as a guard post. In 1925 the Carnegie Library reorganized this library and \$5000 worth of new books were bought. Replacements are now needed. The circulation is about 1700 books a month. No magazines are subscribed for.

**2. School**—There are compulsory classes extending throughout the fourth grade and enrolling 219 men. A voluntary advanced class enrolls 27 men and a typewriting class, 12 men. A feature of the advanced class work is the frequent debates. School meets from 8.00 to 10.00 A. M. and 1.00 to 3.00 P. M. five days a week from June first to October first. When nearing discharge some men attend school all year. Classes for men not able to attend regular sessions are held from 5.00 to 7.00 P. M. There are 14 rooms in two buildings in the yard. They are satisfactory, but more space is needed. The educational staff consists of a trained director and 13 inmate teachers. The latter are paid ten cents a day. There is a weekly training course for teachers. The warden's secretary teaches typewriting. All educational work is closely correlated with the psychological department.

A few men are taking correspondence courses donated by the Welfare League Association. Others are purchasing courses with their own money.

## VIII. RELIGION

1. **Chapel**—The chapel, which is also the auditorium, seats only half the population. It has been renovated and a new stage and proscenium have been built, adding greatly to its attractiveness and usefulness.

2. **Chaplains**—There are two chaplains, a Protestant and a Catholic. The former has charge of the library in addition to his religious duties.

3. **Services**—Protestant and Catholic services are held each Sunday and Jewish services every Saturday. Attendance at these services is voluntary.

4. **Other Agencies**—A Bible class is conducted on Wednesday evenings by representatives of a Pittsburgh church. Occasional services are conducted by the Salvation Army and the Volunteers of America, or by Pittsburgh ministers, sometimes accompanied by musicians and singers.

## IX. INMATE COMMUNITY ORGANIZATION

There is a parole officer, one office assistant, and two parole institution and the quality of its staff indicate that such an organization, to train men in the responsibilities of citizenship, could be made an effective and useful agency.

## X. PAROLE

There are a parole officer, one office assistant, and two parole agents. About 30 men a month are paroled from this prison and Rockview. The psychological department cooperates closely with the parole department. The trustees are also the parole board, and a staff meeting passes on all cases before they reach the board. The authorities state frankly that they have only a paper parole system because of the inadequate number of field agents.

The number of prisoners paroled in the year ending May 31, 1928, was 438; 48 were declared violators, but not returned; 55 were returned.



## XI. Cost

Gross cost from 6/1/28 to 8/31/28.....	\$72,020.87
Earnings.....	3,563.77
Net cost.....	68,457.10
Gross per capita cost .....	.73799
Net per capita cost .....	.70147

## COMMENT

Developments in this prison, in spite of obvious deficiencies, are promising. This is true because of its intangible rather than its tangible qualities. The high morale developed by the present warden has been maintained by intelligent direction and a recognition of what the function of a prison really is. This has been accomplished in spite of the handicaps of an antiquated plant and an industrial system that condemns a large part of the inmate population to virtual idleness. A scientific approach to the prison problem is more nearly reached here than in most prisons. An effort is made to understand the individual prisoner, discipline appears intelligent and discriminating, and the value of education is recognized.

Many prisons today are curtailing their program because of an "escape complex," resulting from an uninformed public opinion stimulated by an equally uninformed public press. An administration which has demonstrated its excellence for several years should not be constrained to shape its plans to the narrow confines imposed by popular hysteria. Given public encouragement, proper facilities, adequate funds and, above all, a real industrial program, this prison could be expected to produce to an even larger degree than at present the results for which we must look if prisons are to safeguard society.

The worst feature of the situation here is the lack of employment for the inmates. The local authorities have no responsibility for the industries, which are in charge of the State Department of Public Welfare. These industries employ only 250 of the 1080 prisoners, almost exactly the same number employed in 1925. To keep the remaining 800 even partially employed it is necessary to pad

the maintenance details so that many men have only a fraction of a day's work to do. Even then, over a hundred men are in complete idleness. Some men are permitted to occupy themselves with personal work which in some cases has vocational value but in others is trivial and valueless. This prison differs from many others where a condition of semi-idleness exists, in that no attempt is made to hide it or to justify it.

The experience of both the Eastern and Western Penitentiaries shows clearly that Pennsylvania is still far from a solution of its prison industrial problem. Few states are in a worse condition in this respect. The state of affairs undoubtedly calls for a changed attitude toward prison industry on the part of Pennsylvania legislators, labor organizations, and manufacturers. It may also call for a change in organization. The present system of divided control and divided responsibility has not worked. It is becoming increasingly certain that Pennsylvania should adopt either a system of complete centralization or of complete decentralization. Experience indicates that where there is a separate independent board for each institution each board should be held responsible for its own industrial success or failure as well as for its general management. Most institutions now suffering from long-distance direction would welcome that responsibility.

The time has come for the branch prison at Rockview to be given an independent status and its own board of trustees. The population of Rockview is now 793, about 300 less than that at Pittsburgh. The direction of affairs at Rockview, especially in view of the demands made by the extensive building operations going on there, requires too much of the attention of the warden and trustees of the Western Penitentiary.

An admirable feature of the program at Pittsburgh is the psychological work, headed by Dr. Root of the University of Pittsburgh, a member of the board of trustees, with an assistant resident at the prison. Not only has a significant study been made of nearly 2000 individual inmates and the results published, but the work of the department has been effectively related to discipline, work assignment, education, parole, and other parts of the prison program.

The arrangement whereby competent specialists are paid a small



fee enables an unusual type of medical service to be rendered the inmates. Vision should be tested on entrance in the same way as other examinations are carried out. Likewise there should be a routine psychiatric examination to complete the work of the psychologist.

A program of academic and vocational education has been formulated and there is a full-time educational director with unusually good training for the position. Because of lack of rooms and funds, however, the educational work is confined principally to the first four grades. A small school building has recently been built and half of the former women's section is used by the school. An adequate school building, with provision for vocational as well as academic classes, must be built before the school work can become effective. It should be so situated that it can be used in the evening. Sufficient funds should then be regularly appropriated to finance a well-rounded program, with some assistance from part-time civilian teachers. In the meantime use might be made of the chapel or mess hall for school work, in spite of the obvious objections to such a makeshift arrangement.

The library is unusually good, but there should be a regular appropriation for new books. It is regrettable that the excellent library and reading room in the rotunda, equipped with reading tables, newspaper racks, etc. should have been used as a gun-guard post since an escape from the cell block in 1927. If this room were used as intended the prison would have an agency of great educational value.

The recreation program is extensive and well organized, being supervised by the educational director. The authorities wisely recognize the value of recreation from the standpoint of mental and physical health, especially in a prison where there is enforced idleness.

The number of parole officers is so small that, as the parole department frankly states, there is little more than a paper parole system. Yet recognition should be given of the fact that here there is a more thorough study of the individual before parole than in most prisons. The psychological department secures social histories and makes exhaustive tests. Before the man is paroled he is considered at a staff meeting attended by the president and a second

member of the trustees, the psychologist and his assistant, the warden and the deputy, the chaplain, the physician, the educational director, and the parole director. Their recommendations are then acted on by the board of trustees which is also the parole board.

The plant is in general well kept in spite of its age. A ventilation expert has been called in and ventilating devices have been installed in places where they were most needed. There are enough cells for all the inmates, without doubling. The chapel is too small and several other departments are handicapped by buildings that are too small or outworn. There is little space in the yard for additional buildings.

Adherents of the system of inmate community organization are not ready to advocate its introduction in all prisons. Under the present management, however, this institution appears to offer an excellent opportunity for such an organization. It seems reasonably certain that it would, if installed, demonstrate its value as an agency for training prisoners in the actual responsibilities of citizenship.



## RHODE ISLAND STATE PRISON AND PROVIDENCE COUNTY JAIL HOWARD, RHODE ISLAND

Visited December 11 & 12, 1927.

The state prison was first established in Rhode Island in 1838 and in 1878 moved to its present site at Cranston about seven miles south of Providence where it was one of a number of state institutions.

The state prison serves also as a jail for the county. Prisoners, after their conviction in other counties of the state except Newport, are also sent here to serve their sentences. The prison also takes United States prisoners receiving county jail sentences. The legal requirement for a state reformatory has been met by designating a part of this institution as a reformatory.\*

\* This "institution" can best be reported on by a direct quotation from the report of a commission "to investigate the State Public Welfare Commission and all departments thereunder" made to the general Assembly at its January session, 1929 (see pages 34-37 of the printed report) :

"We now come to an even more serious situation, finding no justification in the law, and permitting of no excuse for those responsible for its existence.

"In the minutes of its meeting of April 8, 1925, it is recorded that

" 'Pursuant to Sec. 3 of Article III of Chapter 413 of the General Laws of Rhode Island, 1923, the State Public Welfare Commission in meeting assembled gives notice that the Rhode Island State Reformatory for Men is hereby established as of April 30, 1925, at twelve o'clock midnight.'

"The statute so meticulously referred to reads as follows :

" 'Sec. 3. The building now being erected at the southerly end of the state prison should be known as the Rhode Island state reformatory for men, and to which, on and after a certain day hereafter to be determined by the commission, may be transferred from the state workhouse and house of correction and the other institutions mentioned in this section all first term male offenders over seventeen and under thirty years of age, and such other male prisoners as the commission shall deem advisable to transfer from time to time; and to which may be thereafter committed all first term male offenders over seventeen and under thirty years of age, and such other male offenders as the courts may

Quarters for the warden and deputy are situated in front of the prison. In the back part of the house are the administrative offices

designate; and the commission may transfer from the jail or the prison, or from the state reform school to the state reformatory for men, or vice versa.'

"Prior to April 30, 1925, women were committed to the Rhode Island State Prison, where they were directly in charge of a matron, under the warden. The time came when Rhode Island aligned itself with other progressive states and determined that its women should not be sent to a prison for men, but should be kept in an institution by themselves, and be looked after by women officials. No intelligent person in the state conversant with conditions as they were before this change was made and as they are today under the new régime, would tolerate a return to the old order of things. But the same session of the General Assembly which took this progressive step in behalf of the state's unfortunate women enacted legislation of the same nature for some of the state's unfortunate men. Both enactments were in accordance with the most modern views of penologists and humanitarians. Neither partook of mollicoddling. The time had come in this state when the public desired to see a real effort being made to save convicted women and young men from being made into hardened criminals by prison records and prison associations. We have already called attention earlier in this report to the gross neglect of those responsible for the failure to make of the Reformatory for Women something more than a prison for women. But what shall be said of those responsible for the flouting of the public's desire and of the General Assembly enactment that the state shall make proper provision for all male first offenders over seventeen and under thirty years of age, and for other male offenders whose welfare demands that they be given the benefit of an institution designed and equipped to meet their needs?

"Male offenders over seventeen and under thirty years of age may indeed spend their nights in the cells of this new building; but through the day they work in the prison shirt factory, eat in the congregate dining room with prisoners of all ages and of all kinds, mingle freely with them in the yard at noon and on holidays, take their turn with all others at the common shower,—and in all particulars fare the same as the hardened criminals of all ages. So that in this one institution are gathered together promiscuously and treated indiscriminately all male offenders over seventeen years of age. When we visited the institution the warden informed us he had three prisoners who had been there over sixty times. There were men serving life sentences for murder, men convicted of robbery, of arson, of almost every heinous crime. There were men committed on sentence by the state, by the United States, and by the cities and towns. Boys committed for defacing buildings, or for tampering with automobiles, or for throwing glass in the street, or for trespassing on the railroad, or even for non-attendance of drills in our Rhode Island National Guard,—these and others like these were receiving their initiation into criminal circles, learning at first hand the evil practices of the seasoned gangsters, and doubtless acquiring a perverted attitude towards society and the laws of the state. Worst of all, from time to time there are scores of men, old and young, detained at this institution who have never been convicted of any offense but who are simply awaiting trial or held as material witnesses.

"No witness before us attempted to justify this condition of affairs. Members



of the prison which adjoin the prison proper by a bridge.\* The main buildings are constructed of gray stone and are of the same general type. The walls enclose about 12 acres.

### I. GROUND AND PLANT

**1. Housing**—Four cell houses, constructed some years ago, contain 252 cells of varying sizes. These cells have been equipped in recent years with toilets and washing facilities of good quality

of the State Public Welfare Commission freely admitted that the law establishing a reformatory for men was completely ignored. Several of them told of their efforts to see that the mandate was obeyed. The warden protested that, given only the plant he has, with one dining room, one chapel, one shirt factory and one yard, it is impossible for him to segregate the first offenders, as the law contemplates. At least one witness had little patience with such a law. It was his belief that the young prisoner had nothing to learn from the old; that there are boys at Sockanosset who can tell older men in prison things of which these older men never dreamed.

"It will be conceded by all that we should not tolerate the present condition. Either the law establishing a reformatory for men should be repealed or we should have a reformatory. Warden Linscott testified from memory that probably fifty per cent of his inmates were first offenders. The courts are continually sentencing men to the Reformatory, and yet no one pretends that there is such an institution! All freely admit that the law establishing it is a dead letter. As between the repeal of the law and its enforcement, there can be little question by thoughtful men and women willing to take the time to investigate present conditions. The testimony before us and the facts found by us are overwhelming in favor of the early establishment of a real reformatory for men.

"We fully agree with Warden Linscott that with the jail and the prison combined as they now are, with 450 cells and 629 inmates, with the necessity of working these men in the prison shops and departments, an attempt to establish a real reformatory at the prison is impracticable without additional buildings. The warden was strong in his opinion that the jail should be an entirely separate institution, in an entirely separate building. In this opinion we concur. Even more important is the establishment of the reformatory. Whether this end may be best attained by separating the jail from the prison, thus freeing the 198 cells in the new building which the General Assembly designated to be the Reformatory for Men, or by further addition to the present buildings, so badly needed even now, can be easily determined by survey and conference. The expense involved need not be so large as to be a deterrent or even an excuse. The reformatory should be established and maintained according to accepted standards."

\* In July, 1928, construction was completed of new administrative offices, located to connect the building that houses the warden and deputy warden with the main building. The former offices are now used, one as a record room, the other as a meeting room for Board of Parole, district court sessions, etc.

and in spite of the old type of construction a good standard of sanitation is maintained throughout. The new cell house has 198 cells 6 x 8 and 7.6" high. This house is very well lighted and ventilated and is modern in every respect. The construction is such that a high standard of sanitation can be maintained with a minimum of effort. The cells, old and new, provide a total of 450 cells.

The beds are attached to the wall on one side so that they can be folded up. The mattresses in most cases are supported by canvas and the beds are equipped with blankets, sheets and pillowcase. Men are allowed some latitude in decorating and equipping their cells.

2. **Farm**—A farm of some 500 acres is cultivated intensively. A large amount of garden stuff is raised. An excellent dairy and large piggery are part of the farm. The products of the farm are used not only at the prison but in the other institutions of the state nearby.

## II. ADMINISTRATION

1. **Control**—The prison is under the direction of the State Public Welfare Commission, composed of the following: \*

Rev. Peter P. Keeley, Warwick, Chairman  
Ezra Dixon, Bristol  
John E. Bolan, Cranston  
Mrs. Pearl M. T. Remington, East Providence  
Mrs. Charlotte W. Miller, Newport  
Miss Alice Mullen, Providence  
Dr. John Champlin, Westerly  
Dr. George R. Smith, North Scituate  
Robert C. Monahan, Pawtucket

The members of the board are appointed by the Governor and serve without pay. The board appoints a director of institutions and the heads of the various institutions are nominated by the director and confirmed by the board.

\* At the 1929 session the legislature amended the law in regard to the State Public Welfare Commission, changing from nine members to three, who are appointed by the Governor and serve without pay. The Commission consists of Frederic J. Farnell, M.D., Providence, Chairman; Mrs. Isaac Gerber, Providence, and Mrs. Robert S. Hayes, Newport.



**2. Warden**—Charles E. Linscott was appointed warden in 1919. He had had 15 years' experience at Wethersfield Prison, Conn., and five years at Cheshire Reformatory, Conn. He came to the institution as deputy and was made warden a year later.

In addition to being the warden for the state prison, he is also the jailer for the Providence County Jail.

**3. Deputy Warden**—Frank A. Crosby is the deputy warden. He has had some 22 years' experience in institutional work.

**4. Guards**—The 40 guards are appointed by the warden without Civil Service requirements. They work on 11½-hour shifts with every other week-end off and two weeks' vacation a year.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5000	quarters and maintenance
Deputy .....	2200	" " "
Guards .....	900	to 1200 quarters and maintenance
Doctor .....	* paid by Public Welfare Commission	
Dentist (part time) .....	* " " " "	"
Psychiatrist " " .....	* " " " "	"
Oculist " " .....	* " " " "	"
Trained nurse .....	1320	and maintenance
Instructors in industries .....	1800	to 2700 quarters and maintenance
Shop foremen .....	1320	quarters and maintenance
Farm supt. ....	900	to 1140 quarters and maintenance
Steward .....	1500	and maintenance
Night-school teachers .....	4	per night, 3 nights a week
Chaplains (part time) .....	* paid by State Welfare Commission	
Parole officer .....	1800	and maintenance

There is no pension provision.

### III. PRISONERS

**1. Population**—At the time the prison was visited there were 526 inmates. The following analysis is given of the 278 prisoners received during the last accounting period:

#### Ages when received:

Under 20 years .....	33	30 to 39 years .....	71
20 to 24 " .....	67	40 to 49 " .....	32
25 to 29 " .....	52	50 and over .....	23

\* Serves a group of state institutions.

**Nativity:**

Native born ..... 198      Foreign born ..... 80

The foreign born were from the following countries:

Canada ..... 13

Italy ..... 35

12 other foreign countries ..... 32

**Race:**

White..... 243      Negro..... 33      Other races..... 2

**Education:**

Illiterate ..... 48      Read and write ..... 230

**Sentences:** All are on Determinate Sentence.

Up to 5 years ..... 201

Bet. 5 and 10 years ..... 46

" 11 and 20 " ..... 6

" 21 and 30 " ..... 8

" 31 and 40 " ..... 2

Life ..... 15

Rhode Island was the second state in the Union to abolish capital punishment.

**2. Classification**—There is no scientific system of classification. The jail and short-time prisoners are segregated to some extent from the state prisoners.

**3. Insane**—A new building for housing both the criminal insane and the insane criminals was completed in 1928. Until the completion of this building it was necessary to care for some of the insane prisoners in the prison hospital.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules do not provide for any silence system. One letter a week is allowed and permission for special letters may be secured from the deputy warden. Magazines, books and newspapers may be secured only from the publisher. Men under sentence are permitted to receive visitors every other week. On account of the large number of short-time prisoners, all inmates see their visitors through two heavy wire screens placed



a few inches apart. Men are permitted to smoke in their cells and on the recreation field.

**2. Punishments**—Loss of privileges and “good time” is largely used as a method of punishment. In other cases men may be confined to one of the six punishment cells in a semi-basement underneath the hospital. These cells are not dark but are not particularly well ventilated. Men sent here for refusing to work and occasionally for other offenses are cuffed by one arm to a ring in the wall about shoulder high. A strait-jacket may be used after an inmate has been examined physically and mentally. It is kept on for about an hour. This is an exceptional form of punishment and is used on only a very few men a year.

## V. HEALTH

**1. Hospital**—The hospital occupies a separate one-story building and consists of one ward of 20 beds. Major surgery is done in a well-equipped operating room. Laboratory facilities are available for urinalyses and blood counts. X-ray examinations are made at the state hospital nearby. A diathermy machine forms a part of the hospital equipment. Food is sent in from the general kitchen.

**2. Medical Staff**—A full-time physician and a full-time army-trained nurse together with four inmates comprise the staff. A state dentist, psychiatrist and psychologist serve the prison along with other state institutions.

**3. Medical Examination and Care**—A physical examination with Wassermann test is made on all new inmates. Dental and vision examinations are also made. The state dentist spends one day weekly in prison work and an oculist a like amount of time. As far as possible, defects are corrected while the inmate is serving his time.

Tuberculous inmates are hospitalized and given a supplementary diet of eggs and milk. Venereal cases are placed under treatment.

**4. Psychological Work**—A state psychiatrist and psychologist spends two days weekly at the prison examining cases referred by the physician.

**5. Commissary**—The commissary department is located in a building back of the guard house. It is well lighted and ventilated.

Men are seated at tables facing one way. Heavy aluminum dishes are used. The walls of the mess hall are whitewashed.

The kitchen and bakery occupy one room. The kitchen is well equipped and the whole commissary department is clean and well kept. This is one of the few institutions in the country that do not bake their own bread.

The diet is well supplied with vegetables and fruit. Food is not rationed. No outside food is permitted. The prison garden supplies most of the vegetables used. Milk is supplied by the prison dairy.

**6. Baths**—The bath house contains 14 showers. These are available daily to the men in the commissary department but to the general population only once a week.

**7. Recreation**—A half-hour period in the recreation field is given daily after the noon meal. Saturday afternoon, Sunday afternoon and both morning and afternoon on holidays are also given. Baseball is the principal sport.

**8. Entertainment**—Moving pictures are shown during the winter months once a week. Outside entertainments are given only at Christmas time.

## VI. INDUSTRIES

**1. Workshops**—The principal industries are housed in workshops that were erected in 1878. The shops have a good supply of windows and since the 1926 Handbook was printed the main shops have been lighted by an indirect system of lighting. Officials stated that the saving in current used paid for the lighting fixtures in about three years' time. As a whole the workshops now provide good working conditions.

**2. Character**—The main industries are on the contract basis. In this prison the state owns the machinery and employs its own foremen. The contractor supplies raw material, manufacturing and shipping directions, and aside from having an inventory taken from time to time the contractor has no representative in the prison whatever.

**3. Employment**—On the day the prison was visited the population of 526 was distributed as follows:



Shirt shop .....	241	Farm .....	75
Print shop .....	8	Awaiting trial, etc. ....	30
Machine shop .....	5	Sick and insane .....	18
Carpenter shop .....	5	Under punishment .....	1
Tailor shop .....	15	Various maintenance details .....	126
Cobblers .....	2		

**4. Vocational Training**—The machine, carpenter and printing shops and some of the maintenance details and farm work have vocational value. The major industry of shirt making has no vocational value except to a very few men.

**5. Compensation**—The state makes no payment for work done. Men detailed to the shirt factory receive a bonus for work done in addition to the task. Many of the men receive from \$2.00 to \$10.00 a month and a very few earn as much as \$20.00 or over.

## VII. EDUCATION

**1. Library**—There is a collection of about 2000 volumes, most of which were donated by a newspaper several years ago. There is no appropriation. The books are in very poor condition and there is no printed catalogue.

**2. School**—A school, compulsory for illiterates, teaches arithmetic, English, history and penmanship. The enrolment is 35. School meets in the chapel for two hours, three evenings a week, from October through April. It is taught by two Cranston High School teachers on a part-time basis.

A few men are taking correspondence courses, purchased by themselves.

## VIII. RELIGION

**1. Chapel**—The chapel is on the upper floor of the central buildings. It is well lighted and ventilated. It is also used as a school-room and general assembly room for the institution.

**2. Chaplains**—There are two part-time chaplains.

**3. Services**—Catholic and Protestant services are held every Sunday. Attendance is voluntary.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The Board of Parole is the parole authority in the state. Prisoners are eligible to parole when one-half the sentence is served, less time earned for good conduct. During the year ending June 30, 1927, 95 men were paroled and 20 declared violators and returned. Men on parole report weekly by letter and the parole officer visits them from time to time.

## XI. Cost

Gross cost for year ending 12/1/27...	\$213,956.27
Earnings .....	138,959.20
Net cost .....	74,997.07
Gross per capita cost .....	386.20
Net per capita cost .....	135.37

## COMMENT

No major changes have been made in the plant or program of this prison since the 1926 Handbook. Although some minor additions have been made and construction work has been carried on since then, the plant is essentially as it was. As a whole it is very well cared for. This institution, like the New Castle County Workhouse in Delaware, serves both as a state prison and as the jail of the county. It cares for four widely differing classes of prisoners. The arrangement can never be satisfactory until the plant is so arranged that facilities are afforded for complete segregation of the various types. The separation of county and state prisoners after conviction is important enough, but the mixing of tried and untried, guilty and innocent, can have no defense. It not only makes the problem of administration difficult but affects the social utility of the whole institution and works a grave injustice on the individual and on the community to which he is to return. The presence of men committed for nonpayment of debts was not noted in any other prison of the country.

A further complication results from the presence in the institu-



tion of prisoners committed to the reformatory for men, which is really only one of the buildings of the prison. The reformatory inmates mingle with the others at work, in the mess hall and in all their activities. There is in reality no reformatory, and the spirit of the law which established it is clearly violated. (See footnote to Introductory Statement of report on Rhode Island Prison.)

In spite of the repeated recommendations of the warden there has been no appropriation for the prison library for many years. The old collection of books now dignified by the title of library is one of the most inadequate found in any penal institution in the country. This educational and recreational agency should be put on a proper basis with the assistance of the State Librarian and should be maintained by a regular appropriation, as in the Connecticut prison, for example. The educational work is limited in extent and in aim; it has one good point, however, in the use of public school teachers as instructors. The presence of a great university in the near vicinity and the nearness of the prison to an important manufacturing center should make possible the development of an adequate program of correlated academic and vocational instruction. Both school and library are inferior to those of the Delaware prison, for example, where the population is of the same heterogeneous type as here.

The present quarters for insane patients are unsuited to their purpose. Except for a short exercise period, the insane must remain in their cells at all times. Adequate ventilation is impossible as there are no openings in the back walls or ceiling. The completion of the criminal ward at the hospital for the insane provided for by a legislative bond issue will enable the authorities to give proper care to this group of inmates, who should be removed from their present quarters without unnecessary delay.

The major industry is the manufacture of shirts, carried on under a contract which eliminates the major evils commonly charged to the contract system. Here the state owns its own machinery and pays its own foreman; the contractor furnishes the raw material, manufacturing specifications and shipping directions. Except for inventory purposes, the contractor has no representatives in the prison. This is undoubtedly the best form of contract so far de-

veloped in the country. The chief criticism of the industry is that it has no vocational value for men.

An indirect lighting system has been installed in the workshops so that it is one of the best lighted prison shops in the country. A good printing plant and carpenter shop have been added. The vocational value of these shops is excellent although they do not employ a large number of men.

Aside from the occasional use of a modified form of strait-jacket and the cuffing of men by the wrist to a ring about shoulder high in the punishment cells, the discipline in this institution does not appear to differ substantially from that of most other penal institutions in this part of the country. It is said that the strait-jacket is not used on men until they have been examined both by the physician and the psychiatrist and that it is used only on one or two men a year. There seems to be no good reason however, why it should be continued here when all other penal institutions in the country have found it possible to discontinue this form of punishment. Cuffing up to the wall during working hours is regularly used as punishment in no other prison in this section of the country, although it is still found in some middle western and southern institutions. It is used primarily for men who refuse to work and they are cuffed up during working hours on the theory that they should not be allowed to sit or lie down in idleness while the other men are at work. Cuffing one hand is less objectionable than both hands, as is done in a few of the institutions in the Middle West. But again it is difficult to see why this institution needs to continue a form of punishment that the majority of prisons have given up. The practice here of using the punishment cells only during working hours and returning men to their own cells at night is an improvement over the usual method.

The present administration has remodeled and rebuilt most of the plant and has put it in excellent condition. Now that this part of its task is accomplished attention should be given to developing various activities which have proved their constructive value in penal institutions. There should be full provision for vocational and educational work, and for the study and treatment of men as individuals. While little can be done for the short-time inmates, a small



institution of this sort lends itself to individual study and treatment much more readily than a large institution. This part of the institutional problem has perhaps been deferred in favor of the development of the plant. The progress made in the latter respect should now be balanced by advance in the application of approved penal methods designed to reclaim offenders.

## RHODE ISLAND REFORMATORY FOR WOMEN

### HOWARD, RHODE ISLAND

Visited December 12, 1927.

The Rhode Island Reformatory for Women is one of a group of State Institutions situated at Cranston. It is under the control of the State Public Welfare Committee. (See section on Control under State Prison.)

The women are housed in a dormitory and 19 private rooms, all of which are scrupulously clean and well kept.

The superintendent, Kate B. Kobelsperger, was appointed in May, 1925, and is responsible to the State Welfare Commission. Previous to her appointment as superintendent, she had been matron in charge for about three years. She is assisted by nine matrons and five other officers.

The institution receives all women sentenced to the state prison and county prisoners as well. It therefore has prisoners awaiting trial and some who are sentenced for life. At the time the institution was visited there were six state prisoners, 17 jail prisoners, 81 federal, and six with other types of commitment.

The rules are few in number and general in nature. The loss of privileges is the principal form of punishment, and if this is found insufficient the inmate is locked for a day or two in one of the cells available for this purpose.

There is a recreation room and also a small yard in which various sports are played. The recreation is superintended by an officer, but directed largely by the inmates themselves, which is perhaps significant of the management of the institution.

The hospital is located on the second floor of the administration building and has a capacity of 21 beds. There is one ward of 20 beds and one room with one bed. All major surgery, laboratory work, and X-ray examinations are conducted at the State Hospital for the Insane on adjoining grounds.



A physician visits the hospital two days weekly. In her absence, a practical nurse is in charge. The state psychiatrist, psychologist, and dentist care for their respective types of work.

A physical examination with Wassermann tests is made on all incoming prisoners. Dental and eye defects found on examination are corrected by the dentist and oculist. Tuberculous inmates are hospitalized. Venereal cases are given treatment.

The psychiatrist and psychologist examine cases referred by the physician. Insane patients are transferred to the State Hospital for the Insane adjoining the reformatory.

The commissary department, while not housed in a building of modern type, is extremely clean and well kept and not unsatisfactory for the purpose. Menus are prepared for the day only. The food is rationed. Fruit is served twice weekly and no outside food is permitted except on holidays. Milk is not furnished for drinking except on physician's orders.

The inmates are employed in making collars in connection with the shirt contract of the State Prison. The colored prisoners are employed in laundry work for the State Infirmary and in the garden plot available in the enclosure. A few acres of additional garden space would be of great value to the inmates and to the institution.

The only academic work is a school held three evenings a week from 6.00 to 8.00 P. M. It covers the first three grades. There is one teacher on the staff. There is no organized vocational education.

Catholic and Protestant services are conducted weekly.

While the institution is housed in quarters not originally intended or designed for the purpose and the buildings are hardly up to modern types of construction, the high standard of upkeep and the spirit of the management overcome many of the difficulties.

Few states having a population as small as this have a separate institution for women. While the buildings were not erected for a women's institution they have been rather effectively adapted for their present use. More space is needed however. A few acres of the state-owned land should be made available for this institution. While it is a small institution situated among several large ones, its importance is not to be estimated by size alone.

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Since the institution was visited federal prisoners have been transferred to Alderson, W. Va., the last one having been transferred April 1, 1929. No more are being committed.

The making of collars has been discontinued. The laundry formerly operated by the reformatory has been turned over to the infirmary and none of the reformatory women are at present employed there.

One wing of the building has been closed and the number of employees reduced. At present there are seven full-time officers employed.



## SOUTH CAROLINA PENITENTIARY COLUMBIA, S. C.

Visited February 6, 1928.

The institution was established just outside of Columbia in 1866. The records indicate that previous to that time the prisoners had been confined in district jails. The state law provides that the Board of County Commissioners shall determine for each county the disposition of prisoners tried and convicted of crimes, whether they shall be sent to the state prison or be employed in the county or on the highways. For a few offenses they must be sent to the state prison. Under this arrangement others are sent to the county camps unless sick, aged or incapacitated for work, when they are sent to the state prison. This prison is to a great extent a dumping ground for the prisoners of the state. The population is to an unusual degree made up of sick, injured, aged and incorrigibles.

### 1. GROUND AND PLANT

The present prison plant consists of buildings dating from the time of erection of the institution to buildings completed in 1928. Stone, brick and wood have been used and the buildings vary greatly in type.

1. **Housing**—In the old cell house the cells are arranged on five tiers around the outer wall leaving an open space in the center extending from the floor to the roof. A huge stove in the center of this is the only heating system provided. There are 280 cells 7.6" x 4.6" and 7 feet high. The cells have no plumbing and therefore the bucket must be used for toilet purposes. Each cell has a small outside window and the cells appeared to be rather well lighted and ventilated. The construction is such that the problem of maintaining a satisfactory standard of sanitation is difficult. Cells are equipped

with single or double-deck bunks which are supplied with mattress, blankets, sheets and pillowcase. A box is supplied for personal effects.

At the time the institution was visited there was a trustees' dormitory of 24 beds in connection with the hospital. On the completion of the new building the trustees are to be quartered on the second floor in quarters which promise to be satisfactory in every way.

**2. Farm**—There are two farms with a total of 6000 acres. These farms are located some distance from the prison and are run as industries rather than as farms for institutional use.

## II. ADMINISTRATION

**1. Control**—The penitentiary is under the general control of a Board of Directors of five members. The members of this board are:

A. H. McCauley, Chairman	W. A. Hough
A. H. Hawkins	W. R. Bradford
W. A. Boykin	

Members of this board are appointed by the Governor for a term of five years. The terms expire in rotation. Members are given a per diem allowance of \$10.00, not to exceed four days a month. They visit the institution once or twice a month and with the warden make the general policy. The Governor is an ex-officio member of the board and keeps in close touch with the institution.

**2. Supt.**—James M. Pearman was appointed in August, 1927, for an indefinite term of office. He had previously been in business, clerk of the Superior Court and on the State Railroad Commission.

**3. Deputy**—The deputy superintendent, or "captain of the guards" as he is called in this institution, is J. Olin Sanders who was appointed in August, 1927. He had previous to this time been a sheriff.

**4. Guards**—The 30 guards are appointed by the warden and work on 12-hour shifts, seven days a week, and have a ten-day vacation each year.

**5. Salaries and Pensions**—The salaries paid are as follows:



Superintendent .....	\$4200	and personal maintenance
Deputy .....	2400	" " "
Guards .....	780	to 1020, quarters, meals, two uniforms a year and laundry
Chief clerk .....	2500	
Doctor (part time) .....	1500	
Dentist " " .....	500	
Surgeon " " .....	720	
Oculist .....	Fee basis	
Shop foremen .....	1200	to 3840, paid by state out of factory revenue
Farm supts. ....	1500	
Steward .....	1020	
Chaplain (part time) .....	900	

There is no pension system.

### III. PRISONERS

1. **Population**—At the time the prison was visited there were 456 inmates in the institution and on the farms. The following data are given for the 447 prisoners in the institution on December 31, 1927:

#### Ages when received:

Under 20 years .....	60	30 to 40 years .....	98
20 to 30 " .....	179	40 and over .....	110

#### Nativity: (Data not available.)

#### Race:

White .....	223	Negro .....	224
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#### Education:

Literate .....	295	Illiterate .....	152
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#### Sentences:

No. on Indeterminate Sentence .....	186
" " Determinate .....	261
Under 5 years .....	86
Bet. 5 and 10 years .....	34
" 11 and 20 " .....	22
" 21 and 30 " .....	2
" 31 and 40 " .....	5
Life .....	112

During the year there was one execution. The state law provides for execution by electrocution.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—At the time the prison was visited there were two insane prisoners. The law provides for the transfer of the insane prisoners to the state hospital.

**4. Women**—Ten white women prisoners and 38 colored women prisoners were quartered in one section of the institution. New quarters were being built for them. They are in the charge of an inmate matron. A separate ward is provided for the women prisoners and they work in a separate factory on certain parts of chair manufacturing.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules do not provide for any silence system. Prisoners are permitted to write two letters a week and more on permission. Magazines, books and newspapers may be secured from the publishers. Visitors are not supposed to be received more than once a week, but this rule is not strictly adhered to. Inmates may purchase a large variety of articles at a prison store. They may carry cash and the trustees are allowed to purchase clothing other than uniforms. There is no limit placed on the amount which may be spent.

**2. Punishments**—In the new building 12 punishment cells were being erected. These cells are of all steel and equipped with a good standard of plumbing. They are semi-dark. Prisoners who attempt to escape are put in stripes and step-chains for a few months.

#### V. HEALTH

**1. Hospital**—The hospital occupies a separate building divided into two wards of 15 beds each for white and colored inmates. There are no operating rooms, laboratory, or X-ray facilities. Operative cases and X-ray work are done at the State Hospital for the Insane at Columbia. Food is supplied from the officers' kitchen.

**2. Medical Staff**—A physician calls daily at the hospital and a dentist once weekly. Five inmates are assigned to hospital work.



**3. Medical Examination and Care**—A physical examination with Wassermann tests and typhoid vaccination is repeated every two years. The dentist examines all new inmates. Eye examinations and treatment are given only on complaint. A small shack with a capacity of two patients is maintained in the yard for tuberculous inmates. When this number is exceeded, they are treated in the hospital. Special diet is provided. Many tuberculous inmates are paroled to families or friends, who contract to care for them. Venereal cases are placed under treatment. Insane prisoners are confined in regular prison cells.

**4. Psychological Work**—There is none.

**5. Commissary**—The mess hall is located in a semi-basement room under the chapel. It is, however, well lighted and fairly well ventilated. Men are seated on benches on both sides of the tables. Aluminum and agate ware dishes are used. The kitchen is adequately equipped and, as a whole, the commissary department is clean and well kept.

The prison has its own vegetables, garden and dairy. Fruit is served once or twice weekly. Buttermilk for drinking is provided in generous quantities. Food is not rationed. Limited quantities may be sent in by friends and relatives. Trustees are permitted to prepare and eat food outside the regular mess. A canteen provides candy, tobacco, and similar articles for those who have funds.

**6. Baths**—Showers are provided under one of the buildings. Two baths a week are required and trustees and commissary men may bathe as frequently as they like.

**7. Recreation**—Wednesday and Saturday afternoons, Sundays, except at chapel time, and holidays are given to the men for recreation in the yard. Baseball, horseshoes and other sports are played. About one baseball game a week is played with outside teams. The captain of the guards is in general charge of the recreation. Supplies are purchased out of the commissary profits.

**8. Entertainment**—Movies are shown once or twice a week. There is an inmate band. A few radios are owned by individuals but there are none available for the general population.

## VI. INDUSTRIES

**1. Workshops**—The workshops are in old buildings but they are not crowded and appear to be well lighted and ventilated. The construction makes an unavoidable fire hazard, but as a whole the working conditions are quite satisfactory. The toilet facilities are in rather bad shape.

**2. Character**—The product of the industry is disposed of by contract with a selling agency.

**3. Employment**—At the time the institution was visited the industrial distribution of the 456 inmates was as follows:

Fiber furniture shop .....	256
Yard detail .....	19
State house .....	4
Laundry .....	6
Machine shop .....	4
Farm .....	71
Sick and incapacitated .....	30
New construction .....	21
Other maintenance details .....	45

**4. Vocational Training**—There is no system of vocational training.

**5. Compensation**—The men are paid on the basis of actual work done in the furniture shops. The general earnings run about \$5.00 per month and a few earn as much as \$12.00.

## VII. EDUCATION

**1. Library**—There is no library worthy of the name.

**2. School**—No educational work is carried on.

## VIII. RELIGION

**1. Chapel**—The chapel is located on the floor over the mess hall. It is well lighted and ventilated and seats about 500. In addition to its use as a chapel it is used for entertainments of all kinds.

**2. Chaplain**—A part-time chaplain is employed.



3. **Services**—Church and Sunday school services are held every Sunday.

4. **Other Agencies**—The Salvation Army conducts occasional services.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

During the year 1927, 209 men were discharged on the expiration of their sentences, the sentences of 18 others were suspended and 59 men were released on parole.

## XI. COST

Total appropriations and contingent funds for the year 1927 .....	\$152,247.46
Unexpended balance left in state treasury....	12,479.12
Cash remitted to state treasurer from farms and industries .....	142,695.46
Net profits for the year 1927 .....	2,927.12

## COMMENT

The state does not operate any road camps but under the law the county supervisor and judge can decide whether a prisoner shall go to a county road camp or to the state prison. Occasionally a prisoner who has become sick or crippled in a county camp after working there several years will be transferred to the prison, which is at best little more than a dumping ground for men whom the counties do not want. This is a vicious system, resulting in grave inequalities in punishment and defeating any attempt at a uniform state penal program. It throws on the state the burden of caring for those prisoners for whom it can probably do least and withholds from its immediate jurisdiction the main body of the penal population. Au-

thority should be centralized and a uniformly high standard imposed on every unit in the penal system.

There is fortunately little unemployment at the prison. Of the 456 prisoners over half are employed in a single industry, the manufacture of fibre furniture. The industry is a good one from many standpoints. About 70 negroes are employed on two farms, 20 per cent of the population is on maintenance details and the remainder are incapacitated. The working conditions fall below modern industrial standards, but the shops could be greatly improved by more attention to lighting and ventilation. Most prisoners in the furniture shop average \$1.25 a week in wages; the maximum is \$3.00 a week. This wage, small as it is, has a good effect on working morale.

The plant is partly very old and partly new. The main cell house is a curious old structure, with five tiers of outside cells. The interior of the building is very dark and gloomy and it is inadequately heated with central stoves. \* There is no plumbing in the cells. They are difficult to keep clean, but have the advantage of outside windows. In marked contrast to this archaic cell house, which should be torn down and replaced by a modern structure, is the new building for women, built by inmate labor. It shows what could be done to modernize the plant at moderate expense to the state.

It is unfortunate that the women prisoners are to be kept in a prison designed primarily for men, a practice which is universally recognized as undesirable. Their new quarters, however, are a great improvement over the old. There should be one matron, at least, as the position of matron is now filled by a prisoner. Three or more matrons would not be a larger number than the female population requires.

Among the many advances that have been effected by the present administration is a marked improvement in the diet. The relation which proper food bears to morale as well as to health cannot be overestimated.

This hospital is among the poorest found in the prisons of the country. The building is old, badly in need of repair, and without

\* Since the prison was visited a new heating system has been installed.



facilities beyond an indiscriminate lot of beds, bedding, and a few chairs. Surgical dressing facilities are entirely lacking.

There is, in the prison yard, a memorial building originally constructed for a tuberculosis hospital. It has not been used for some time and has fallen into a bad state of repair. \* Its location and construction is such that it could be easily renovated for a prison hospital and it would serve the purpose to much better advantage. Proper facilities could be provided for laboratory, surgical and similar work.

The practice of leaving the hospital to the supervision of an inmate for practically the entire day is not to be recommended. The paroling of tuberculous prisoners, unless the home conditions are such that proper care can be given them, can not be endorsed. Such cases could well be paroled to a sanatorium equipped to care for them. The insecurity of the physician's position due to political influence makes any constructive hospital work almost impossible. The physician gives only part time to the prison. As the majority of inmates in the prison are there because of physical or mental inability to work on the state farms or in the road camps, there is an unusual amount of medical and surgical work required. Such conditions suggest the desirability of more complete medical service and hospital facilities. Such a service should carry with it an adequate compensation in order to attract a capable physician.

There is no library and no funds for the purchase of either books or magazines. No educational work of any sort is done in spite of the high degree of illiteracy. The State University should be asked to cooperate in the task of correcting both these serious shortcomings.

The rules are lenient and most of the discipline is easygoing. There is a store inside the prison and the inmates are allowed to carry money. The rule of reason governs most things, such as the visiting and writing privileges. On the other hand, stripes and leg chains are still used for disciplinary purposes. Leg chains are used chiefly on those attempting to escape. The lash is used on the farms, although its use must first be approved by the superintendent. It should be forbidden by law, as it is in several southern states, or its use suspended by order of the Governor, as in North Carolina.

\* Since the prison was visited the tuberculosis hospital has been repaired.

The new punishment cells, in a part of the new women's building, are of modern construction but are dark. Such cells are being gradually abandoned throughout the country, and a better type is being found more effective.

The prison is expected to and does pay its own way, but for many years the prison plant has been neglected. A beginning has been made in bringing it up to modern institutional standards; adequate appropriation should be made to complete this process as rapidly as possible and also to establish an educational system, a library and adequate medical service.



## SOUTH DAKOTA PENITENTIARY

### SIOUX FALLS, S. D.

Visited June 29, 1928.

The state prison is a development of an old territorial prison established in 1881 and a federal prison built two years later. The federal prison was under the supervision of the state prison authorities until 1900 when it was bought by the state.

#### 1. GROUND AND PLANT

Red stone was used in the construction of the administration building, warden's quarters, shops and cell houses. In general arrangement they follow the Elmira plan, with warden's quarters and administration building connected by a bridge to the prison. Five acres are within the walls.

**1. Housing**—Two cell blocks, built in 1881 and 1883 have 260 cells 8 x 5.6" and 7 feet high. They are not well lighted and ventilated, have no plumbing and are a difficult problem from a sanitary standpoint. A third, occupied early in 1925, contains 200 cells on five tiers. The cells, 9 x 6 and 7 feet high, have lavatories and toilet and a forced ventilation system. The spring beds are equipped with mattress, sheets, blankets and pillowcase. Each cell is furnished with a bed, chair, and cupboard and within certain limits the men may add to their equipment if they choose.

**2. Farm**—The prison operates a farm of about 1500 acres, part of which is owned by the state and the balance leased. Of this about 1000 acres are under cultivation. In addition to garden stuffs, the farm contributes milk from the dairy and a substantial amount of beef and pork for the prison dietary.

#### II. ADMINISTRATION

**1. Control**—The control of seven state institutions of which the prison is one is vested in a Board of Charities and Corrections

composed of three members appointed by the Governor for a term of two, four or six years. The members of this board receive \$1500 a year and expenses. They are as follows: J. F. Halladay, Iroquois, President; Elinor H. Whiting, Pierre, Secretary; and F. W. Bilger, Hot Springs. This group, as provided by the constitution, makes the policy of the institution, appoints the warden and also acts as a parole board.

2. **Warden**—George T. Jameson was appointed warden in January, 1920. Previous to his appointment he had been in the newspaper business.

3. **Deputy**—A. H. Muchow was appointed deputy in 1919.

4. **Guards**—The 30 guards are appointed by the warden with the approval of the board. They work on ten-hour shifts and a few of them have 11-hour shifts. They are given two weeks' vacation a year.

5. **Salaries and Pensions**—The salaries paid are as follows :

Warden .....	\$3000	quarters and maintenance
Deputy warden .....	1200	" " "
Guards .....	900 to 1200	
Doctor (part time) .....	1200	
Chaplain " " .....	600	
Supt. of industries .....	1800	
Farm supt. ....	1200	
Steward .....	1200	
Parole officer .....	2000	

There is no pension provision.

III. PRISONERS

1. **Population**—At the time the institution was visited there were 386 inmates. The following analysis is given of the 478 prisoners received during the biennium ending June 30, 1928.

**Ages when received:**

Under 20 years .....	66	30 to 39 years .....	93
20 to 24 " .....	147	40 to 49 " .....	45
25 to 29 " .....	96	50 and over .....	31

**Nativity:**

Native born .....	451	Foreign born .....	27
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The foreign born were from nine countries.



**Race:**

White .....	475	Negro .....	3
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**Education:**

Illiterate .....	16	High school .....	10
Grammar school .....	444	College .....	8

**Sentences:**

No. on Indeterminate Sentence .....	36
“ “ Determinate “ .....	442
Up to 5 years .....	375
Bet. 5 and 10 years .....	34
“ 11 and 20 “ .....	21
“ 21 and 30 “ .....	2
Life .....	10

South Dakota abolished capital punishment in 1915.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—On recommendation of the prison physician and the warden the Governor orders the transfer of men adjudged insane to the state hospital for the insane.

4. **Women**—Thirteen women prisoners were quartered in a section of the prison near the administrative offices. The only work available for these women is sewing and mending. As there is no space available for recreation in the prison yard, the matron takes the inmates out on the grounds in front of the prison for exercise. Separate and more satisfactory quarters should be supplied for this group.

#### IV. DISCIPLINE

1. **Rules and Regulations**—The rules are more specific and numerous than those in many prisons at present. A printed copy of them is supplied each inmate. They are not permitted to talk in the shops, but this is the only place where the silence system obtains. First grade prisoners are permitted to write one letter every two weeks and to receive a visitor monthly. These privileges are lost by the second and third grade men. Newspapers are allowed. Smoking is permitted in the cells and on the recreation field.

2. **Punishments**—The most common form of punishment is reduction of grade with loss of privileges. For other offenses men may

be locked in ordinary cells or in punishment cells near the deputy's office. In these cells the diet is bread and water and a mattress on the floor is used for sleeping purposes. In no respect do these cells compare favorably with the punishment cells in modern institutions.

## V. HEALTH

**1. Hospital**—The hospital is situated above the chapel and consists of four rooms, two with one bed each and the others with two and three. The operating room is equipped only for minor surgery. There are no laboratory or X-ray facilities. Surgical work and X-ray work is taken to a local hospital. Meals are sent in from the general kitchen.

**2. Medical Staff**—A physician visits the hospital twice weekly. Two part-time dentists and three inmates complete the staff. A consulting surgeon and eye, nose, ear and throat specialist are on call.

**3. Medical Examination and Care**—Each new inmate is given a physical examination, a Wassermann test is taken and his dental condition noted. Eye examinations are given only on complaint. Two local dentists each spend two half days weekly at the prison. Tuberculous inmates are hospitalized and placed on a special diet. Some cases are transferred to the State Hospital for Tuberculosis at Custer. Venereal cases are placed under treatment.

**4. Psychological Work**—The state psychologist visits the prison at irregular intervals to examine such men as are referred to him. All inmates are given a psychological test. There is no psychiatric examination.

**5. Commissary**—Men are seated at tables facing one way in the mess hall. The room is well lighted and ventilated. The kitchen has new floors and is newly painted. The equipment in kitchen and bakery is adequate but a system of forced ventilation would improve this department materially. A good standard of sanitation is maintained throughout the commissary department.

The menu is varied and adapted to the prisoners' needs. The prison farm and dairy supply the vegetables and milk. Inmates have milk to drink at four meals weekly. Food is not rationed and some outside food is permitted.



**6. Baths**—The bathroom with 48 showers is located under the new cell house. One bath a week is given regularly and many of the inmates are permitted to bathe more frequently.

**7. Recreation**—The men are given the yard regularly between 4.00 and 5.00 in the afternoon, on Saturday afternoons and on Sunday after chapel. The space is quite restricted. Baseball is the principal sport.

**8. Entertainment**—Movies are shown weekly. Outside lectures and musicals are given several times a year. Phonographic concerts are given in each cell house once or twice a week.<sup>1</sup>

## VI. INDUSTRIES

**1. Workshops**—The workshops are situated in a building in the rear of the yard. The lighting and ventilation are fairly adequate and the working conditions as a whole are quite good.

**2. Character**—The industries are on the state-account plan.

**3. Employment**—The twine plant ordinarily employs about 150 men, but it was not running at the time the prison was visited. A few men were used in crushing rock by hand but, aside from the maintenance details and the farm which employs about 60, there was no work for the general inmate body.<sup>2</sup>

**4. Vocational Training**—A few of the maintenance details and some of the farm work has a possible vocational value, but there is little in this institution as a whole.

**5. Compensation**—All inmates who work are paid at the rate of 25 cents a day, except those crushing rock, who are paid but eight cents a day.

## VII. EDUCATION

**1. Library**—A good library of 5000 volumes is maintained from visitors' fees. The circulation is 3000 a month. Books are re-

<sup>1</sup> Since the prison was visited a radio has been installed in the central lobby with head piece and volume control wired to each cell. This will be in operation for three hours in the evening and on Sundays from 12.00 to 6.00.

<sup>2</sup> An auto license plate plant is being installed to make license plates for 1930. This plant will employ about 20 men.

ceived from the State Travelling Library on loan. Seventy-eight copies of 11 magazines are subscribed for.

**2. School**—A day school meets from 8.00 A. M. to noon and from 1.00 to 3.00 P. M. five days a week, from September 1 to June 15, and a commercial class meets from 6.00 to 8.00 P. M. The day enrolment is 120 and the evening enrolment 30 during the winter months when school is compulsory for those lacking fifth grade education. There is a voluntary school during the summer enrolling 55. Subjects taught extend over the eight grades. There are three inmate teachers, two of them paid \$20 a month and one \$10 a month.

There is an extension course in accountancy and a few men have purchased correspondence courses.

## VIII. RELIGION

**1. Chapel**—The auditorium over the mess hall has benches to seat about 350. It is used for moving pictures and concerts as well as for religious services. The room is fairly well lighted and ventilated.

**2. Chaplain**—There is one part-time chaplain.

**3. Services**—Protestant services are held weekly and Catholic services every other week.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The State Board of Charities and Corrections acts as a parole board. During the biennium ending June 30, 1928, 188 men were paroled, ten were declared violators and seven returned. Men are paroled to individuals and report by letter which is vouched for by the "first friend." Men may be paroled only after they have served three-fourths of their sentence.



## XI. Cost

Gross cost for biennium ending 6/30/28...	\$165,000
Earnings .....	36,000
Net cost .....	129,000

Earnings are left in a revolving fund.

## COMMENT

The standard of upkeep at this prison has been raised considerably since the 1926 Handbook; the laying of terrazo floors in several departments has made the problem of sanitation easier wherever it has been done. There are still several sections of the prison, notably the old cell block and the kitchen, where satisfactory sanitation is almost impossible to maintain. The old cell house in which there is no plumbing is in strong contrast to the new cell house completed in 1925. With the increasing penal population the state must eventually take steps to improve and increase the housing facilities. The experience of many states shows that construction can be carried on by inmate labor at greatly decreased cost to the state and with profit to the inmates, who receive valuable training in construction work.

The attitude which the officials take toward their problems is intelligent and forward-looking, and their concern for the welfare of the inmates and the best interests of the state does much to offset the handicaps which the old plant imposes on the program. An evidence of this attitude is found in the encouragement which is given to educational work and the efforts which are made to develop a constructive educational program in spite of the lack of sufficient funds and entirely suitable quarters. The wage paid inmate teachers is exceptionally liberal. The library is also unusually good for so small a prison and is encouraged and supported by the officials. State educational agencies should be requested to make a survey of the prison and to recommend measures which will promote a well-rounded program of academic and vocational education.

The prison is at a very grave disadvantage in having only one

real industry, although the farms and dairy have been developed until they are an important means of employing men as well as a source of revenue to the state. The binder twine industry has proved profitable and it furnishes a type of employment that is in refreshing contrast with the shirt shops found in so many prisons. The wage scale is based on the sound principle that all men working should be paid; this has proved productive of an improved working morale. The amount paid, however, is small in comparison with the wages in several states operating twine plants. The establishment of at least one more industry would be advantageous. The use of men to break rock by hand should be continued only as a stop-gap remedy for unemployment.

The hospital is inadequate in size and equipment for the work that might well be done. Present facilities permit only the care of emergency surgical and medical cases. The many correctible defects from which the inmates suffer can not be given attention. The practice of placing supervision of the hospital in the hands of an inmate in the absence of the physician is not desirable.

The discipline is for the most part sensible and constructive in its aim, but the punishment cells are of the type that is now being abandoned with good results in many progressive prisons. It has been found that the use of cells of the standard type for punishment and isolation is less destructive of mental and physical health than the old type.

The state should refuse to accept federal women prisoners as boarders and all women prisoners should be transferred to some other institution. It is generally recognized that women have no place in a prison intended primarily for men. The suggestion made in one state that the women be kept in a special section of the state hospital and employed in maintenance work about that institution is worthy of consideration here. The women now held in this prison are given as much outdoor exercise as conditions permit, but they are necessarily more restricted than the men.

The outstanding need is for additional industries. Idleness in an institution will offset decent housing and a progressive administrative spirit, and is likely to make an institution a liability instead of an asset to the state.



## TENNESSEE STATE PENITENTIARY

### NASHVILLE, TENN.

Visited February 23, 1928.

This prison was first established in Nashville in 1858 and moved to the present site in 1895. The state owns 3500 acres on the outskirts of the city.

#### I. GROUND AND PLANT

The main group consists of central office buildings with cell houses on either side constructed of light colored brick. The space within the walls is pretty well filled with industrial and other institutional buildings of different materials and types of construction erected from time to time. The walls of the prison enclose about 11 acres. Back of this space is another enclosure of about five acres in which the tuberculosis hospital is situated.

**1. Housing**—There are two cell houses in which 380 cells are arranged on five tiers. The cells, 7.6" x 5.8" and 7 feet high, are only fairly well lighted and ventilated. They are equipped with iron lavatory and toilet of a type which makes the maintenance of a proper standard of sanitation exceedingly difficult. Many of the cells are equipped with double-deck spring beds. The beds have mattress, blankets, sheets and pillowcase. The inmates are permitted considerable latitude in buying additional furnishings for their cells and in decorating them.

**2. Farm**—The state owns 3500 acres of farm land and extensive farm operations are carried on. In addition to the usual garden stuffs a substantial amount of fruit is raised. Mutton, beef and pork are also provided in large quantities for the prison commissary.

#### II. ADMINISTRATION

**1. Control**—The penal institutions of the state are under the general control of the Department of Institutions. The Commis-





**Sentences:**

No. on Indeterminate Sentence .....	774
“ “ Determinate “ .....	932
Up to 5 years .....	485
Bet. 5 and 10 years .....	159
“ 11 and 20 “ .....	17
“ 21 and 30 “ .....	71
“ 31 and 40 “ .....	8
Over 40 years .....	10
Life .....	182

The death penalty is carried out by electrocution. There were no executions during this period.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—The men adjudged insane may be transferred to the East, Middle, or West branches of the Tennessee State Hospital for Insane depending upon the section from which they were committed. Many however have to be held in the prison because of overcrowding in the hospitals.

**4. Women**—The 70 women prisoners are housed in a corner of the main prison under the charge of one matron. The quarters are small and rather dark. While not up to modern institutional standards, they are clean and well kept. In their mess hall the women are seated at tables facing one way. The tables have coverings of white oilcloth. The women work in one of the shops.

The space for the women is too small and the quarters, as a whole, not satisfactory. This should facilitate securing proper housing for the women prisoners outside the institution for men.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There are no printed rules. Little restriction is put on the number of letters written. Books, magazines, and newspapers may be received direct from the family of the inmate or from the publisher. One visitor a week is permitted. The visitor is placed on the opposite side of a screen from the inmate. Men are permitted to make purchases at the commissary run by the prison in which prices are fixed at about cost. A large variety of articles is carried and no limit is put on the amount purchased.

2. **Punishments**—Loss of "good time" is commonly used as a form of punishment, and reduction to third grade for fighting and other offenses. A specified number of blows with the strap may be given for many offenses.

## V. HEALTH

1. **Hospital**—The hospital is housed in a separate building two stories high. It has a capacity of 30 beds divided into two wards of 15 beds each for white and colored. Women prisoners are treated in their own quarters. An operating room is equipped for major surgery and a laboratory does the usual clinical work with the exception of Wassermann tests. There is no X-ray equipment. A diet kitchen serves the patients and attendants.

A special tuberculosis hospital adjoins the prison yard. It has a capacity of 200 or more patients with equal facilities for whites and blacks.

2. **Medical Staff**—A physician devotes half time to hospital work and a dentist one day weekly. Two fourth-year medical students live in the administration building and attend to night calls. Five inmates are assigned to hospital work.

3. **Medical Examination and Care**—Incoming prisoners are given a physical examination including Wassermann tests, smallpox and typhoid immunization. Vision is tested at this time. The dentist sees all new inmates. Venereal disease cases are placed under treatment.

A civilian guard, under the doctor's supervision, is in charge of the tuberculosis hospital, and a woman dietitian is in charge of the kitchen. The inmates have the use of a five-acre yard. The diet is liberal and includes an extra quart of milk. Codliver oil is given three times daily. Prisoners are sent here from both state prisons and remain as long as necessary.

4. **Psychological Work**—There is none.

5. **Commissary**—The mess hall is not properly lighted or ventilated. Men are seated at tables facing one way and are not permitted to talk during meals. The kitchen is only fairly well equipped. The construction of the commissary department makes it impossible



to keep it up to sanitary standards comparable to the better institutions.

The menu is varied and vegetables and fruit are used quite liberally. The prison farm supplies most of the vegetables and the dairy provides the milk. Most of the sweet milk goes to the general and tuberculosis hospitals. Buttermilk is used for drinking as the supply permits. Food is not rationed and outside food may be sent in under certain restrictions.

**6. Baths**—The bath house is located under the mess hall. There is a fair number of showers. One bath a week is given to the general population.

**7. Recreation**—The recreation periods are on Sunday and holiday afternoons only. Baseball is the principal sport. The equipment for athletics is purchased with gate receipts from games.

**8. Entertainment**—Movies are shown on Saturday evenings and quite frequently entertainments are given by outsiders. A large number of radios are owned by individual prisoners and are kept in their cells.

## VI. INDUSTRIES

**1. Workshops**—Of the workshops, one of the foundries is the newest and provides good working conditions. The hosiery shops are in an old building in which the lighting and ventilation are not adequate or up to modern factory standards. The building is several stories high and filled with workmen. As no adequate fire escapes are provided, this construction constitutes one of the most serious fire hazards in the prisons of the country. The shirt shop as a whole provides fair working conditions. Women prisoners are employed on one floor of the hosiery shop and on the upper floor about one hundred free women are used as inspectors.

**2. Character**—Most of the industries are on the contract basis.

**3. Employment**—On February 21, 1928, the 1624 inmates were distributed as follows:

Foundry .....	171
New foundry .....	131
Hosiery mills .....	279
Shirt factory .....	513
Tuberculous patients .....	78

Sick and in hospital .....	27
Excused by doctor .....	44
Hospital attendants .....	16
Farm, truck garden and dairy.....	99
Dead heads .....	27
State-use manufacturing .....	16
Maintenance details .....	223

**4. Vocational Training**—The farm and the foundry offer considerable opportunity for vocational training, though there is no organized effort to this purpose. The sewing and hosiery mills have little if any vocational value.

**5. Compensation**—Men in the contract shops are paid one-third of the net earnings and for over-task work.

## VII. EDUCATION

**1. Library**—There is a fair library of 8000 volumes acquired by gift. Of these, 1500 are in the tuberculosis section and the remainder crowded into two cells. It is reported that about 300 of the 1600 inmates are reading. Magazines are donated and a prisoner has the concession to sell others.

**2. School**—There is a school covering the seven grades and following the Tennessee requirements as closely as possible. It is compulsory for those lacking seventh grade education, unless excused. The enrolment is 449. School meets in the chapel from 6.30 to 7.30 P. M. two days a week for ten months of the year. There are opening exercises and prizes are offered for the best teachers and best pupils. Graduation exercises, planned by the inmates, are held. In the women's section the matron and two inmates teach subjects of the first three grades to those who need them. All educational work is in charge of the chaplain, who has an assistant financed by the Colonial Dames. There are 26 inmate teachers paid \$1.00 a month.

## VIII. RELIGION

**1. Chapel**—The chapel is situated over the guard room and will seat about half of the population. Benches are provided for seats. It is fairly well lighted and ventilated.



2. **Chaplain**—A full-time chaplain is employed.

3. **Services**—Services are held weekly.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The Governor and the Commissioner of Institutions are the parole authorities. Parole consideration is based largely on the institutional record of the individual and on recommendations of the court officials who tried the case.

Men are paroled to individuals who sign the monthly report and vouch for its accuracy. There is a parole agent and two field assistants. All men on parole deposit with the parole board part of their wages. This money is held until the time of their discharge and if the prisoner violates the parole and is returned, the money saved from his earnings is applied to the cost of his return.

During the biennium ending June 30, 1928, 379 men were discharged outright, 560 paroled and 82 returned for violation of parole.

## XI. Cost

Gross cost for the year ending 6/30/28..	\$446,505.53
Earnings .....	549,647.10
Net surplus .....	103,141.57
Net per capita gain .....	.133

## BRUSHY MOUNTAIN PENITENTIARY PETROS, TENNESSEE

Visited February 21, 1928.

The state legislature in 1893 authorized the purchase of 9000 acres of coal land for the purpose of establishing a prison. At first the men were leased but serious trouble caused the state to take over the running of the prison in 1896. The state now owns 11,000 acres of land and is preparing to open an additional mine. The institution is built on one corner of the tract of state-owned land about a mile from Petros.

### 1. GROUND AND PLANT

The institution consists of a number of wooden buildings surrounded by a high board fence. The main exit is used for men who work at loading cars and other work in front of the prison. The majority of the men leave by an exit opening into a corridor, made of board walls, which runs up the side of the mountain to the entrance of the mine. The enclosure contains about three acres.

**1. Housing**—There are no cell houses. The men are quartered in four-story wooden barracks. These buildings were originally rather crude in construction and the upkeep in the years since their erection has not offset the original crudity.

The spring beds are arranged around the wall of the dormitory. In addition to the mattress, they are equipped with dark colored blankets and a pillow. Some of the beds have mattress covers. The dormitories are fairly well supplied with windows, so that the lighting and ventilation are quite good. The windows are covered with bars. While a fire escape is provided, wooden buildings of this type constitute an unavoidable hazard when used to house so many men.

**2. Farm**—There is a fairly large garden under cultivation and an institutional dairy.



## II. ADMINISTRATION

1. **Control**—See statement on Control under State Prison at Nashville.

2. **Warden**—W. H. Nelson was appointed warden in 1917. He came to the institution as a guard soon after it was established and later became deputy. He was also warden from 1905 to 1907.

3. **Deputy**—A. C. Puckett was appointed deputy in 1925. He had formerly been county sheriff.

4. **Guards**—There are 46 guards who work on 12-hour shifts with 14 days' off a year.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$2500	quarters and maintenance
Deputy .....	1500	" " "
Guards .....	600	to 900, meals
Doctor .....	1800	personal maintenance and quarters
Mine supt. ....	2700	
Mine foremen ..	1620	
Chaplain .....	1200	personal maintenance and quarters

There are 72 employees on the payroll.

There is no pension provision.

## III. PRISONERS

1. **Population**—On February 21, 1928, when the institution was visited, there were 595 inmates. The following analysis is given in the biennial report of the 640 prisoners on hand July 1, 1928.

### Ages when received:

Under 30 years .....	455	40 to 50 years .....	45
30 to 40 " .....	119	Over 50 " .....	21

### Nativity:

Native born .....	632	Foreign born .....	8
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The foreign born were from six countries.

### Race:

White .....	386	Negro .....	254
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**Education:**

Illiterate .....	228	High school .....	34
Limited education .....	253	College .....	2
Grammar school .....	123		

**Sentences:**

No. on Indeterminate Sentence .....	288
“ “ Determinate “ .....	352
Up to 5 years .....	288
Bet. 5 and 10 years .....	50
“ 11 and 20 “ .....	7
“ 21 and 30 “ .....	6
50 years .....	1

Execution is by electrocution. All executions take place at Nashville.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—On the filling out and signing of a certificate by the prison physician and the warden, the state commissioner orders the transfer of insane prisoner to the state hospital.

#### IV. DISCIPLINE

1. **Rules and Regulations**—There is no silence system, though the men are not permitted to talk in the mess hall or in the dormitory after a certain hour. Men are permitted to write as many letters as they wish, but the institution does not furnish the postage. Magazines, newspapers and books may be received from relatives or from the publisher. Smoking is permitted in the yard and in the dormitory except after bedtime. Visits are allowed once a week except to third grade men. Men enter in second grade and are reduced to third grade for continued violation of the rules, fighting, etc. They may be advanced to first grade or reduced to third after three months in the institution. They must be in first grade to receive parole consideration.

Men are permitted to make purchases at the retail department of the commissary. They may carry cash and no limit is placed on the amount purchased.

2. **Punishments**—While some use is made of loss of privileges, especially mail privileges, the principal form of punishment is the use of the strap. About ten a month are punished in this way. The



rules require that the state commissioner approve this form of punishment before its administration. There are a few semi-dark cells in which men may be confined from four to ten days.

## V. HEALTH

1. **Hospital**—The hospital occupies a separate building with a capacity of 21 beds, seven for whites and 14 for colored. There are no laboratory facilities or X-ray equipment. Major surgery is done, but the surgeon must bring his own sterile dressings and instruments. Food is served from the guards' kitchen.

2. **Medical Staff**—A full-time physician has charge of the hospital. There are three inmate assistants.

3. **Medical Examination and Care**—Each incoming prisoner is given a physical examination and is vaccinated for smallpox. No Wassermann tests are made. One of the hospital attendants extracts teeth in case of emergency. No other dental service is available. There are no eye examinations. Tuberculous inmates are sent to the hospital at Nashville. Inmates with active venereal disease are placed under treatment only at their own request.

4. **Psychological Work**—There is none.

5. **Commissary**—The mess hall is situated on the ground floor under the dormitory and is fairly well lighted and ventilated, but very crude in construction and equipment. The kitchen and bakery are in a building located about 15 feet away from the mess hall. Here, though the equipment is fairly adequate, the construction is not satisfactory for kitchen purposes. It is exceedingly difficult to maintain a satisfactory standard of sanitation throughout the commissary department because of the crudeness of construction.

As all inmates, except those required for the maintenance of the barracks, are engaged in coal mining, the diet is fairly heavy. Fruit is served infrequently. Aside from the noon meal in the mine, food is not rationed. A small vegetable garden and a prison dairy contribute their products to the diet.

6. **Baths**—There are some 60 showers in the bath house, the use of which is permitted the men daily after work in the mines. The number of showers is perhaps adequate, but this institution is unique in that it does not supply towels for the use of the men.

**7. Recreation**—Men are allowed in the yard daily after they are cleaned up on their return from the mines, and all day Sunday and holidays. The space is too small for a regular baseball diamond, but the men play some ball on a small field.

**8. Entertainment**—The construction of the buildings makes moving pictures too great a fire hazard, so they are not used. Entertainments on Christmas and the Fourth of July constitute the entertainment program.

## VI. INDUSTRIES

**1. Workshops**—There are no regular workshops except the small maintenance shops in connection with the mining.

**2. Character**—The mine is run on the state-account basis. The state institutions are supplied with coal from the mines and much is sold to railroads and is shipped to various industrial centers in the south.

The warden is responsible for the mining and the sale of from 400 to 600 tons a day.

**3. Employment**—On February 21, 1928, the following was the industrial distribution of the 595 inmates:

Mines and coke industry .....	486
Dairy, farm and garden .....	16
Maintenance details .....	66
Sick and idle .....	27

**4. Vocational Training**—The coke and mine work have some vocational value but there is no systematic method of vocational training.

**5. Compensation**—Men in the mines receive 40 cents a ton for all over their task and 50 cents a day when they work on Sunday or on the night shifts. The amount paid to the men at the mines runs from \$400 to \$800 a month.

## VII. EDUCATION

**1. Library**—There are a few hundred books secured largely by solicitation from churches. There is no regular appropriation for the purchase of new books.



2. **School**—There is no school. It is planned to make instruction compulsory for illiterates. If this is done the chaplain will have charge.

### VIII. RELIGION

1. **Chapel**—There is a small chapel which in appearance is perhaps above that of the rest of the institution.

2. **Chaplain**—There is a full-time chaplain.

3. **Services**—Services are conducted weekly.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

For general data on Parole see section under State Prison at Nashville. During the year 1928, 86 men were paroled from the institution. Reports are made monthly by mail. Men are paroled to individuals or organizations.

### XI. Cost

Gross cost for the year ending 6/30/28..	\$257,866.20
Earnings .....	293,222.71
Net surplus .....	35,356.51
Gross per capita surplus .....	.616

### COMMENT

The buildings of this institution suggest that they were intended to be used only temporarily but they have been made to serve as permanent housing facilities. They are crude in construction, a fact especially noticeable in the kitchen and mess hall. The whole group constitutes a serious fire hazard. Tragic incidents in Ohio and in Texas during the past year show clearly how dangerous fire is in

wooden structures with barred windows. As the institution is likely to be continued for many years and an abundance of stone and labor are available, buildings of fire-proof construction and modern design should be erected to replace the old ones. In the meantime the fire hazard should be guarded against as carefully as possible.

The only industry is coal mining and coke making. There is little or no idleness and the industry, in which men can find work on release has vocational value. Mining has unavoidable hazards and the medical records show that a considerable number of men are injured during the year. This state should follow the example of Maryland in providing for some form of employer's liability or accident insurance to protect its prisoners. Most states require employers to make such provisions and the state ought not to do less for those who work under compulsion than for free workers.

All the living facilities at this prison are very crude as it is a mining camp. The hospital is clean and has good beds. Facilities for major surgery are very meager, there being only a home-made wooden operating table. The physical examination is superficial. Wassermann tests should be made on all. The lack of proper dental supervision undoubtedly results in the sacrifice of many good teeth. Facilities should be made available for proper care of the eyes, especially as practically all the inmates work underground and by artificial light.

Bathing conditions are of the crudest description. The practice of furnishing no bath towels seems indefensible, particularly so for the men who work in the mines.

The use of the strap, as the principal form of punishment, is not surrounded by the precautions that have been adopted in Alabama, where the prison authorities are required to get the approval of the state authorities for the use of the strap in every instance and where it can be applied only in the presence of a member of the state board or of a prison inspector. Here the officials are supposed merely to secure the written permission of the state authorities. Some other form of punishment should be developed in place of the strap, the use of which is no longer tolerated by public opinion the country over. The experience of North Carolina in abolishing it indicates that



inmate morale and work are improved when more humane methods of punishment are employed.

The practice of the superintendent of spending most of Sunday in the prison enclosure in order to keep in touch with the men is an excellent one. It helps him to avoid serious trouble by personal acquaintance and contact with the men and gives the prisoners the feeling that the state is interested in them as individuals and not simply in their productiveness as laborers.

It seems improbable that a well-rounded educational program can be established at this institution as long as it remains the type of prison that it now is. The proposal of the authorities to introduce at least rudimentary work for illiterates should be carried out. It is probable that effective use could be made of a limited number of correspondence courses for the use of the prisoners if officers competent to assist the men studying them were given this duty. This would necessitate the addition of some technical books to the present very poor library. Aside from the educational possibilities of a library, it offers opportunities for wholesome recreation that are not likely to be realized while the prison has to rely on chance gifts of books rather than on regular appropriations. It should interest the authorities of this institution to know that the International Correspondence Schools sprang from a few courses for coal miners.

On account of the isolation of this institution there is an unavoidable degree of monotony. There is little to break the dull routine for either officers or men. The recreation facilities are necessarily meager. Important in any institution, wholesome recreation becomes more important in a prison as isolated as this is. A fuller development of educational and recreational activities that improve morale would doubtless reduce disciplinary difficulties, increase production in the industries and make greater the likelihood of inmates being successful on parole. The development of these activities is important, although it is perhaps less urgent than the need of replacing the unsanitary wooden buildings, which constitute such a serious fire hazard, with buildings of modern type and construction.

It should be possible to secure appropriations for the erection of suitable buildings, as the profits of the prison industries are considerable and the burden would not fall directly on the tax payers.

## TEXAS PRISON SYSTEM GENERAL STATEMENT

The Huntsville institution is a receiving institution of the state. It is the infirmary of the prison system and several industries are conducted here to make products for use on the various prison farms.

In addition to the Huntsville institution there are 12 farms owned by the state, with a total acreage of 77,910, and four farms of 5500 acres leased by the state. Of this total just under 44,000 acres are under cultivation. The farms vary in size from 1000 to over 15,000 acres. They are so scattered that the problem of administration is made considerably more difficult.

The prison system of the state is, in accordance with a law passed in 1926, under the Texas Prison Board, which consists of nine members appointed by the Governor. They are as follows:

W. A. Paddock, Houston, Chairman  
Dr. A. C. Scott, Temple, Vice-chairman  
Frank L. Tiller, Rosenberg, Secy.  
Lee Simmons, Sherman  
Rabbi Henry Cohen, Galveston  
Fred E. Horton, Greenville  
Joseph Weardon, Goliad  
J. H. B. Holderby, Fort Worth  
E. H. Astin, Bryan

Three members are appointed each year. The members receive a per diem allowance and traveling expenses. This board appoints as the executive an officer of the state prison system, a general manager who receives \$8000 a year and who in turn appoints the warden of the Huntsville institution and the managers of the various farm units. The present general manager is W. H. Mead.



1. **Population**—On December 31, 1928, there were 4561 inmates in the prison system of Texas. The following data are given for the 2343 prisoners received during the calendar year 1928:

**Ages when received:**

Under 20 years .....	263	30 to 39 years .....	554
20 to 24 " .....	667	40 to 49 " .....	230
25 to 29 " .....	506	50 and over .....	123

**Nativity:**

Native born .....	2140	Foreign born .....	203
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Of the foreign born 172 were from Mexico and the balance were from 14 other countries.

**Race:**

White .....	1345	Negro .....	696	Mexican .....	302
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**Education:**

Fair to good .....	179
Common .....	1706
Illiterate .....	458

**Sentences:**

All sentences are Indeterminate.

Under 5 years .....	1757
5 to less than 10 .....	344
10 " " " 20 .....	122
20 " " " 30 .....	40
30 " " " 40 .....	8
Over 40 years .....	72

The law provides for execution by electrocution. During 1928, 14 were executed.

2. **Parole**—During the year ending December 31, 1928, there were discharged 1088 men.

	<i>Discharges</i>	<i>Pardons</i>	<i>Paroles</i>	<i>Furlough</i>
1927 .....	46.86 p.c.	16.11 p.c.	2.67 p.c.	7.66 p.c.
1928 .....	53.84 p.c.	.20 p.c.	.79 p.c.	13.34 p.c.

The data on pardons for the year 1927-28 show a significant contrast as a result of a change in pardon policy.

Operating cost (including tax and interest bills of \$77,831.13) .....	1,363,958.36
or a deficit for the year of .....	49,853.53

During the year from appropriations and accumulation of deficit of the previous years for the purchase of property, etc., a sum of ..... 3,124,689.04 was paid from appropriations.

Gross cost .....	\$1,493,973.98
Earnings .....	1,097,938.05
Net cost .....	396,035.93
Gross per capita cost .....	342.58
Net " " " " " "	90.81

Average population 4361.



## TEXAS STATE PENITENTIARY HUNTSVILLE, TEXAS

Visited February 29 & March 1, 1928.

The institution was established in Huntsville in 1849. It is now the receiving prison of the system.

### I. GROUND AND PLANT

The older buildings of the institution proper were constructed of brick. The administration building in front opens into a central guard room, on either side of which are the cell houses. The commissary and hospital occupy separate buildings in the prison yard, and in the rear is a group of industrial buildings. The original walled enclosure contained about ten acres, but including the industrial section and the ball park about 25 acres are now enclosed.

**1. Housing**—There are three cell houses in two of which the cells are arranged on three tiers, and in the other on four. In the latter there are 176 cells. In the three-tier cell blocks there are 132 in one and 54 in the other. The cells measure about 9 x 6 and 8 feet high.

The cells have full-grated fronts. Showers and toilets are built in groups on one corridor in each cell house. The beds are equipped with springs, straw-filled tick, blankets, sheets and pillowcase. The men are allowed considerable latitude in the equipment of their cells.

### II. ADMINISTRATION

**1. Control**—(See General Statement on Texas.)

**2. Warden**—\* N. L. Speer was appointed in October, 1925, for an indefinite term of office. He had been in the service of the prison system of the state about 17 years in various capacities from guard up to the present position.

\* E. F. Harrell became warden in July, 1928.

**3. Deputy**—L. C. Dewalt was appointed deputy in January, 1928. He had had about ten years' experience in the prison system of the state, but had been at Huntsville only a short time previous to his appointment.

**4. Guards**—There are 45 guards who work on shifts of six hours on and six hours off, with every third Sunday off. No vacation is allowed. Single guards are supplied with quarters; meals, laundry, tailoring and barbering are given to all.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$2000	quarters and maintenance
Deputy .....	720	and maintenance
Guards .....	600	full maintenance—quarters for single guards
Doctor .....	2400	
Asst. doctor .....	2000	
Dentist .....	1800	
Chaplain .....	1800	
Master mechanic .....	2100	
Shop foremen .....	600	
Supt. of construction .....	1800	
Steward .....	1200	

There is no pension system.

### III. PRISONERS

**1. Population**—At the time the institution was visited there were 626 inmates. (For statistics on population see General Statement on Texas.)

**2. Classification**—There is no scientific system of classification. The men are graded according to their physical condition by the doctor as a basis of assignment to work.

**3. Insane**—The same legal process is gone through for committing insane prisoners to the state hospital as is used for free citizens.

**4. Women**—The 81 women prisoners of the state are cared for on a farm about a mile from the main prison. The section is in charge of a matron. The assistant physician of the prison visits the prison daily and on call.

The buildings are largely of wood and rather crudely designed and constructed. While they are well kept and afford reasonably



good living conditions, they are considered a serious fire hazard. Supplies of foodstuffs are received from the prison farm. Sewing, laundry work and maintenance are the only work provided.

#### IV. DISCIPLINE

**1. Rules and Regulations**—A code adopted in 1927 gives the rules and regulations covering the prison system of Texas. It contains not only the rules for governing and punishing the inmates, but states the duties of the various officers and contains the revised civil statutes of the state in regard to the prison system and its management. The rules do not provide for a silence system. No restriction is placed on the number of letters written by first grade men, or on their receiving books, magazines and newspapers. The privileges of the second and third grade men are considerably restricted. Inmates are permitted to have three visits a month and to draw cash amounting to \$2.50 a week which may be spent at the prison canteen, the profits of which go to the convict fund.

**2. Punishments**—Loss of privileges, smoking, recreation and movies is commonly used for lesser infraction of discipline. For others men may be confined in screen cells on a bread and water diet, with one meal every 36 hours. The most severe form of punishment used is the strap; the legal maximum of this form of punishment is 20 blows.

#### V. HEALTH

**1. Hospital**—The hospital occupies the second and third floors of a separate building. There are two wards of 18 beds each for whites and blacks. It has a well-equipped operating room where major surgery is done, full X-ray equipment with fluoroscope, and a laboratory in which urinalyses, blood counts, and smears are examined. A diet kitchen serves the patients and attendants. The majority of prisoners are distributed over the various prison farms throughout the state and all such inmates needing surgical treatment, unless it is of an emergency character, are sent to the hospital.

**2. Medical Staff**—The hospital is under the direction of a chief surgeon who is on a part-time basis. He has a part-time assistant. A part-time dentist and 18 inmates complete the personnel. The

surgeon and his assistant also serve the tuberculosis camp and the women's camp, both located near Huntsville.

**3. Medical Examination and Care**—All prisoners are first committed to this prison and given a physical examination with Wassermann tests, smallpox and typhoid vaccination. Most of the physically able men are then sent to one of the prison farms. The dentist, who spends half time in prison work, sees all new inmates. Vision is tested at the time of examination and glasses are fitted by an optometrist. Venereal cases are placed under treatment.

A separate farm camp is maintained for the tuberculous about three miles from Huntsville. They live here in dormitories, are given special diet, and are relieved from all work, not even doing their own housekeeping, although many of them are physically able to do this amount of work.

Hospital facilities at the women's farm consist of a ward with four beds, two beds each for colored and white. The assistant physician visits the place daily and is always on call. Any needed operation is performed here, the surgeon bringing all needed sterile instruments and dressings with him. The prison farm provides practically all the meat, vegetables, milk, and eggs used.

**4. Psychological Work**—There is no routine examination.

**5. Commissary**—The commissary department occupies a separate building in the yard. The frame of the building is iron and the walls are sheet iron. There is no partition between the kitchen part of the commissary and the mess hall. The men are seated at tables facing one way. Tin dishes are used. The kitchen occupies one side and the bakery the other of one end of the commissary building. Some artificial ventilation is provided. The ranges are used almost entirely for cooking. The bakery does not have a dough-mixer. The construction and arrangement of the commissary department makes it difficult to maintain a satisfactory standard of sanitation.

The diet runs largely to fried foods. Pork in some form is usually served three times a day, fruit once daily, and usually two vegetables. Food is not rationed. The vegetable garden and dairy supply the vegetables and milk used. Outside food is permitted under restrictions. If prisoners so desire, they may have a special meal sent in from the local hotel and it may be eaten in the cell.



**6. Baths**—There is a battery of showers in each cell house. In addition to one bath required weekly, the men are permitted to bathe daily.

**7. Recreation**—A period is given after the noon meal and on Sundays and holidays the cell house doors are left open and the men can move pretty much as they please around the institution. The recreation field contains  $3\frac{1}{2}$  acres. Two baseball games a month from March to October are played with outside teams. The amusement committee of the inmates, with which the chaplain cooperates, plays a considerable part in the recreation. After this committee has drawn up the plans they are submitted to the assistant warden for approval.

**8. Entertainment**—The amusement committee just mentioned has considerable responsibility also for the entertainment. Movies are shown once a week. The inmates stage entertainments on two holidays a year for outsiders. The funds from this go to the convict amusement fund, as do also visitors' fees. The chief electrician has control of central radio sets, from which lines are extended to loud speakers in the cell houses.

## VI. INDUSTRIES

**1. Workshops**—The industrial buildings vary in type of construction and working conditions. While some appear dark and not well ventilated, none are crowded, and most of them provide fairly good working conditions. The blacksmith and wagon shops appear to be the best equipped. In the shoe shop there is little machinery, most of the work being done by hand.

**2. Character**—The industries are on the state-account basis.

**3. Employment**—At the time the prison was visited the 626 inmates were distributed as follows:

Foundry .....	9	Pattern shop .....	2
Machine shop .....	45	Shoe shop .....	14
Print shop .....	4	Mattress shop .....	21
Blacksmith shop .....	46	Laundry .....	23
Under punishment .....	9		
Awaiting transfer .....	110		
Sick .....	40		
All maintenance details .....	303		

4. **Vocational Training**—There is no organized system of vocational training.

5. **Compensation**—There is no compensation.

## VII. EDUCATION

1. **Library**—There is quite a good library of several thousand volumes in a conveniently located room in the yard. Prisoners are allowed to visit it. Books are secured by gifts. Some magazines are also donated and 100 copies of daily newspapers are issued through the library. Only 40 of the 600 inmates are using the library regularly.

2. **School**—There is a school for white prisoners enrolling 35. The three R's and a few more advanced subjects are taught. It meets from 6.00 to 8.00 P. M. five days a week during the winter months. Similar classes are held for colored prisoners. The lower corridors of the cell blocks are used for school, lights and benches having been installed. A few classes meet in a small room. Educational work is in charge of the chaplain assisted by three inmates, one of whom was a professional teacher.

## VIII. RELIGION

1. **Chapel**—A building covered with sheet iron located in the prison yard is used as a chapel. It appeared to be well lighted and ventilated. The seating capacity is about 400. It is used as a place of general assembly as well as for religious services.

2. **Chaplain**—There is a full-time chaplain.

3. **Services**—The chaplain conducts two services a month, and one Catholic service is held monthly.

4. **Other Agencies**—Christian Science services are held regularly.

## IX. INMATE COMMUNITY ORGANIZATION

Aside from the committee on recreation, there is no system of inmate community organization to train the men in the duties of citizenship.



## X. PAROLE

(See General Statement on Texas.)

## XI. COST

(See General Statement on Texas.)

## FARMS

On account of the wide distribution of the farms which have an 80,000 acreage, the only farms that were visited were the various units of Blue Ridge, Imperial and Harlem State farms. The men are housed in wooden dormitories. In the center of most of the units is a guard room separated from the dormitory units on either side usually by a barrier of three or four-inch iron pipes a few inches apart. Double and triple-deck bunks are used. The bunks are placed at a considerable height above each other to increase ventilation. The upper bunks are reached by a board runway and platform. In one end of the dormitory shower baths and toilets are provided. The commissary department in some is housed in the same building, in others in a building a short distance away. The commissary departments, also wooden constructions, are much like construction camps. While none of the buildings are of a permanent type and the problem of maintaining a satisfactory standard of sanitation is difficult, for the most part the buildings appeared clean and well kept.

Most of the units have a small infirmary for colored and white inmates. Serious cases of illness and all operating cases are sent to the central prison at Huntsville.

Each of the units is in charge of a farm manager, who in turn is responsible to the general manager of the prison system of the state. The commissary department is in general charge of the steward. The number of guards varies with the size of the farm and the number of convicts assigned to it.

The principal market crop of the farms is cotton. Great amounts of other crops are raised for the feeding of stock, and garden crops for the use of the prison commissary.

In 1928, 81.45 per cent of the total population were on the farms, the balance at Huntsville and in the hospital units.

### COMMENT

The central prison at Huntsville is merely one unit in a large prison system which includes ten farms situated from three to 125 miles from Huntsville. This institution is in fact only a receiving prison and a dumping ground for prisoners who, because of their physical condition or for other causes, are unsuitable for assignment to the farms. While there are only 600 prisoners at Huntsville there are about 4000 in the whole prison system.

There is little in the physical plant or the industries to justify the retention of the Huntsville prison. The buildings are old and shoddy for the most part and living conditions are not good. Industries such as the manufacture of wagons, stoves and other articles for use on the farms are fairly good but when the prison was visited they were badly handicapped by the effects of a serious fire in the shops. If the use of the present plant is to be continued it should be brought up to a higher standard; it might better be abandoned and replaced by a central prison of a modern type, located near the chief farm units.

A proposal to establish one large industrial prison in Texas and to abandon the farms has been considered, repeated criticism of the farms having aroused many people of the state. It has been proposed to act on the principle that, because the farms have been mismanaged and discipline there has been bad, they should be abolished. This plan is likely to cause the state to make a grave mistake at large initial cost and continual subsequent cost. There is nothing in the experience of most states operating industrial prisons under the state-use system to recommend the establishment of such a prison here. Texas might better follow the example of Louisiana and Mississippi, which operate large farm areas whose units are contiguous. It is obvious that the Texas farms are too widely scattered to make efficient supervision possible. The more distant farms should be disposed of. The state should consolidate its prison farm holdings and



in the reduced circle should build a new receiving prison to replace Huntsville.

Whether a policy of consolidation of the farms is followed or not the present farm buildings should be replaced by fire-proof structures. Texas has already seen a large loss of prisoners' lives as the result of a fire which shocked the whole country. The wooden buildings now used for housing men on the farms, with their cage-like rooms filled with bunks arranged in three tiers, constitute a tremendous fire hazard. The living conditions, moreover, are primitive. It may be argued that most of the prisoners are used to even worse living conditions. This is an insufficient excuse, however, for failing to provide the type of buildings which state pride, if nothing else, causes to be built in other states.

Improvements under way will add greatly to the efficiency of the hospital at Huntsville. Except during the hours spent at the hospital by the chief surgeon or his assistant, there is no civilian supervision over the hospital. An inmate steward and an inmate policeman are in control. The laboratory, pharmacy, and diet kitchen are all administered by inmates. It would seem desirable that a civilian, preferably a registered pharmacist, should be made hospital steward to take control in the absence of the physician.

A better and more uniform type of bed should be provided for the wards. Better janitor service would also improve the appearance of the hospital.

There is an attempt at Huntsville to carry on educational work but it is entirely in charge of prisoners, without adequate official support, and is of negligible value. There is a large library but comparatively few men are using the books.

The employment of a dietitian for the prison system has shown a saving in food costs. A proper diet increases work done by the men, decreases disciplinary problems and raises health standards. The financial saving may well be the least important result although it is more tangible than the others.

The prison system has secured the cooperation of the State Department of Agriculture. It might well secure that of the State University or Department of Education, the State Library, or other departments whose expert leadership would be helpful.

One hesitates to comment on the disciplinary methods used in Texas except after an exhaustive study. If the reports of investigations made by reputable and disinterested citizens of the state are to be believed the disciplinary methods recently in vogue have sometimes been brutal, harsh and destructive rather than humane and constructive. Most states originally abandoned methods still used in Texas, not for sentimental reasons but because they found more humane methods productive of better discipline and more conducive to the ultimate rehabilitation of their charges.

The whole penal system of the state appears to need a thorough reorganization. It is unfortunate that the remedy suggested and now endorsed by influential citizens—that of erecting a great central industrial prison—should be one which, judged by the experience of many other states, is likely to be disastrous and costly.

With the reorganization should come the development of a more constructive program based on a changed attitude toward the importance of the prisoners themselves. Adequate provisions should be made at each unit for competent officials, decent living conditions, education, both academic and vocational, proper medical service, and the other elements of a well-rounded prison program. Its function should be clearly viewed as the preparation of prisoners for free life. Administrative reorganization will be only one of the means to this end. The present administration gives evidence of a new spirit and a new grasp in dealing with this large and complicated problem.



## UTAH STATE PRISON SALT LAKE CITY, UTAH

Visited June 8, 1928.

In 1870 the federal government established a prison just outside of Salt Lake City. When Utah was admitted to the Union in 1896 the prison was turned over to the state. The present plant includes the original buildings and new additions. A stone wall has been built to replace the old adobe wall which first surrounded the prison.

### I. GROUND AND PLANT

The administration building stands in front of the prison. The offices are on the first floor and a corridor running between them leads to the yard. The warden's quarters and a section for women prisoners are on the upper floors. One cell house, the commissary, the chapel and a shop building are built around a quadrangle in which the bath house is located.

There are about four acres within the prison walls. Outside the enclosure are the barn, milk house and refrigerating plant.

**1. Housing**—There are two cell houses. The new one has 200 cells and houses most of the prisoners. The other cell block is old and in very bad condition. Its use should be discontinued. In the new cell block the cells measure 6.6" x 5.6" and 7.6" high. It is built on four separate floors, instead of tiers. The stairway at the end of the cell block is enclosed with wire glass. Each cell is equipped with lavatory and toilet. The beds are equipped with cotton mattress, blankets, sheets and pillowcase. The construction makes possible good sanitation. The prisoners are given considerable freedom in adding to the cell equipment. There are no dormitories.

**2. Farm**—The 187 acres of farm land are intensively cultivated and add greatly to the variety of the prison dietary.

## II. ADMINISTRATION

1. **Control**—The State Board of Correction has general control of the institution. This board is composed of the Governor and two citizens appointed by him.

2. **Warden**—Richard E. Davis was appointed warden in June 1925. He had had experience as sheriff and as president of the State Land Board and also in railroad construction.

3. **Deputy**—Wilfred F. Giles was appointed in April 1927. He had been superintendent of the prison farm for several years and was formerly a police officer.

4. **Guards**—There are 24 guards appointed by the warden. They work on eight-hour shifts seven days a week, with two weeks' vacation a year.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$2500, quarters and maintenance
Deputy (also acts as farm supt.)	2100 and quarters
Chief clerk .....	2220
Guards .....	1500 to 1560 and meals while on duty
Doctor (part time) .....	1500
Factory foreman .....	2400

The total number of employees on the payroll is 30.

A pension of 60 per cent is provided after 25 years of continuous service.

## III. PRISONERS

On June 8, 1928, there were 234 inmates in the prison.

The analysis of the 336 prisoners received during the biennium ending June 30, 1928, is as follows:

**Ages when received:**

Under 20 years .....	74	30 to 39 years .....	46
20 to 24 ".....	82	40 to 49 ".....	19
25 to 29 ".....	94	50 and over.....	21

**Nativity:**

Native born .....	290	Foreign born .....	46
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The foreign born were from 17 countries.



**Race:**

White..... 327      Negro..... 7      Other races..... 2

**Education:** (Data not available.)**Sentences:**

No. on Indeterminate Sentence ..... 221  
 " " Determinate ..... 15, all lifers

Death sentence: Execution is by shooting or hanging, the condemned having the choice.

During the last five years six men were executed.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—On recommendation of the prison physician to the judge, a court order is issued for the transfer of insane prisoners to the state hospital.

**4. Women**—There are five women prisoners housed in quarters above the warden's home. The warden's wife, as matron, is responsible for these prisoners.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There are no printed rules and only a few general regulations are in effect. The prisoners have an unusual degree of freedom within the walls. Visiting and letter writing are unrestricted for most of the inmates. Books, magazines and newspapers may be received direct from the publisher. The men are permitted to purchase a considerable variety of foods at a prison commissary. There are no gun guards within the prison.

**2. Punishments**—For minor offenses the warden talks with the inmates, and may then let the matter drop or lock them up in their own cells for a short time. For more serious offenses men may be locked in their own cells on a bread and water diet for a maximum of a week. It is stated that no use is now made of the dark punishment cells.

#### V. HEALTH

**1. Hospital**—The hospital is located on the second floor of the west cell block and consists of one ward of six beds. There is no

laboratory or X-ray equipment and only emergency major surgical work is done.

**2. Medical Staff**—A physician visits the prison every other day and a dentist two days weekly. An inmate nurse is assigned to the hospital. Meals are provided from the general kitchen.

**3. Medical Examination and Care**—Incoming prisoners are given a physical examination with Wassermann tests. They are placed in quarantine for ten days. The dentist sees all new prisoners, but eye examinations are made only on complaint. Tuberculous inmates are given the privileges of the yard, but sleep in their cells. They have a supplementary diet of milk. Venereal cases are placed under treatment.

**4. Psychological Work**—There is no mental examination.

**5. Commissary**—A new mess hall and kitchen have been installed under the hospital. While the building was not designed for this purpose, it is in many respects an improvement over the old mess hall. The men are seated at tables facing one way. The mess hall is well lighted and ventilated. The kitchen and bakery equipment is satisfactory for an institution of this size. While the construction of the commissary department is somewhat crude, it is on the whole clean and well cared for.

The prison garden and dairy supply the vegetables and milk. One pint of milk is allowed for drinking daily. Inmates may buy additional milk and butter from the canteen. Food is not rationed, and no outside food is permitted. Green vegetables are used liberally during the summer months. Fruit is served infrequently.

**6. Baths**—There are six showers in the bath house. The men are required to bathe once a week and may bathe more frequently if they so desire. The use of the swimming pool has been discontinued for sanitary reasons.

**7. Recreation**—The men have the yard from 3.30 in the afternoon, except during the supper period, until 6.30, Saturday and Sunday afternoons, and all day on holidays. Handball and baseball are the principal sports. The recreation is arranged by the clerk and financed by the sale of visitors' tickets.

**8. Entertainment**—Movies are shown weekly, and inmates stage frequent shows in the winter. Musical entertainments and lectures



are given by outsiders quite frequently during the winter months. For special occasions radio programs are provided and a loud speaker is placed in the yard.\*

## VI. INDUSTRIES

1. **Workshops**—The overall factory is housed on the second floor of one of the buildings. While it does not conform to modern factory standards, it provides on the whole quite satisfactory working conditions for the number of men employed.

2. **Character**—Industries are on the state-account plan. The state owns the machinery, pays the foreman, purchases the raw material, and the marketing is done by a commission arrangement with salesmen.

3. **Employment**—At the time the prison was visited the distribution of the 234 inmates was as follows:

Overall factory .....	70
Farm gang and trusties .....	49
Maintenance details .....	46
Unassigned .....	69

4. **Vocational Training**—There is no system of vocational training.

5. **Compensation**—All of the men who work receive each month a book of stamps worth \$1.00, except a few maintenance men who receive a 50-cent book.

## VII. EDUCATION

1. **Library**—There is a good library of 2900 volumes situated at one end of a cell house. The inmates are allowed to visit it. Books are acquired by gift and from visitors' fees. Fourteen magazines are subscribed for and individual subscriptions are encouraged. The Salt Lake City library assists the prison by advice and by loans.

\* In October, 1928, a radio system was installed. Inmates may purchase ear phones for \$2.00. The radio is turned on practically every evening.

**2. School**—There are voluntary classes in English, arithmetic, algebra, science, aviation and music, and a public speaking course. These meet twice a week for one and a half hours. Of the 230 inmates about 100 attend. With the exception of aviation, which is taught by an inmate, the classes are taught by volunteers from the city schools. Their services were enlisted through the state university. Text books are loaned by the city schools. All educational work is in charge of the parole agent, who is also superintendent of the prison industry.

### VIII. RELIGION

**1. Chapel**—The chapel is well lighted and ventilated and has an adequate seating capacity. It is used as an auditorium for entertainments as well as for religious services.

**2. Chaplain**—There is no regular chaplain.

**3. Services**—Services are conducted every Sunday by representatives of various denominations.

### IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

Men on indeterminate sentence are paroled at the discretion of the Board of Pardons. For the biennium ending June 30, 1928, 319 were discharged and 119 paroled to state officers or to individuals. Parole reports are signed by "first friend" or parole agent.

### XI. COST

Gross cost for the biennium ending	
6/30/28 .....	\$242,272.36 <sup>1</sup>
Receipts .....	86,222.75 <sup>2</sup>
Net cost .....	156,049.61

<sup>1</sup> Includes \$80,649.02, material for overall factory.

<sup>2</sup> Includes \$75,977.32 from sale of manufactured goods of overall factory.



## COMMENT

The improvement in the plant under the present warden, noted in the 1926 Handbook, has been continued but the prison still shows the effect of years of negligence and false economy on the part of the state. Only one of the two cell houses is good; the other is in bad condition and should be abandoned. To repair it will not fit it for occupancy.

It is said that the state can sell the present site at a price sufficient to build a new prison. If this is so, it should certainly be done. The fronts of the cells in the newer cell house are transferable and could be incorporated in a new cell block. A new site should be selected where the prison can have ample space for a farm, gardens, dairy, etc. The experience of numerous states shows that new prison buildings can be built with inmate labor at greatly reduced cost and that the work of construction provides employment of the most desirable sort for a large number of men.

Commendation is still due the administration for the progress which has been made in correcting such conditions in the plant as could be corrected with the funds available, and in promoting methods of handling the prisoners which have rehabilitation as their aim. Common sense is the rule here to an unusual degree. There is a marked absence of useless and repressive rules. Punishments are moderate but apparently effective. Opportunities for self-expression are given the prisoners whenever possible. The organization of such activities as the class in public speaking has some of the earmarks of a system of inmate community organization but no real steps have been taken to institute such a system.

The industrial program needs expansion, although the prison is one of the smallest in the country and unemployment at its worst would affect only a relatively small number of men. The overall factory supplies work for only a limited number. As an industry it has almost no vocational training value for male prisoners, but it is well run and is far better than idleness. It would seem logical to expand the present limited farm program and to institute a road building program. Both these projects are working successfully in

many states. The work of rehabilitation will inevitably be hampered here until there is enough work to keep all the men fully occupied.

The program of daily outdoor recreation has proved its value from the standpoint of health and morale. The swimming pool has been closed. As a recreational feature it had value, but from the sanitary standpoint, due to crude construction, its use was questionable.

The women prisoners are as well cared for as the quarters over the warden's house permit. It is generally agreed, however, that women prisoners should not be kept in a prison designed primarily for men. If there is no other place for them in a women's institution the suggestion that they be attached to a state hospital and used in the maintenance work appears an excellent one.

The educational program has many features worthy of commendation. The services of volunteer city teachers have been obtained through the state university so that this small prison has more civilian teachers than most prisons several times its size. The emphasis on standard grade courses is less here than in most prisons, but there are various special courses that give an unusual opportunity for self-expression. Some of the classes are of doubtful value from the standpoint of the amount of knowledge imparted. They are valuable however, for other reasons. The class in public speaking, for example, in which men participate eagerly, is more than a mere educational agency; it has a broader significance in its recognition of the need and value of opportunities for self-expression. There is more real interest exhibited by the inmates in this school than in most other prison schools. The library is better than the average but there should be a regular appropriation and a closer system of cooperation with the State or University Library.

The small size of this institution is in some ways a handicap, but it has the advantage of making individual treatment possible. Under the present administration there is evident a real effort to improve the prisoners and thus to safeguard society.



## VERMONT STATE PRISON WINDSOR, VERMONT

Visited November 22, 1927.

The Vermont State Prison and House of Correction is situated on one of the residential streets of Windsor. As the town is small it is not objectionable as a location, as the center of a large city would be. It has been on this site since 1806 but a large number of the building were erected in 1882.

### I. GROUND AND PLANT

The buildings are constructed on the Elmira plan, the warden's house in front connected by a bridge with the prison. The prison wall, extending from the ends of the cell houses, encloses about two acres. The power plant, commissary building and workshops are in the enclosure.

1. **Housing**—East and west from the administration building extend two cell blocks containing 204 cells on four tiers. The cells are approximately 5.6" x 7.6" and 7 feet high. They are lighted by electricity but have no plumbing. In a dormitory at one end of the cell house 144 cells are being constructed. These cells are equipped with plumbing and are modern in every way.

2. **Farm**—Twenty acres in the rear of the prison are cultivated as a prison garden and three miles distant is a farm of 1300 acres, which is being developed as an institutional farm. The farm and garden contribute in an unusually large measure to the dietary.

### II. ADMINISTRATION

1. **Control**—The institution is under the general control of the Commissioner of Public Welfare, who is appointed by the Governor and confirmed by the Senate for a two-year term.

**2. Warden**—Ralph H. Walker was appointed superintendent in 1914.

**3. Deputy**—J. W. McDermott has been warden, as the deputy is called here, for 15 years. He had formerly been deputy sheriff of the county.

**4. Guards**—There are 41 guards and keepers appointed by the superintendent. They work on 12-hour shifts, with every other Sunday off and two weeks' vacation a year.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3800	quarters and maintenance
Deputy .....	1860	" " "
Chief clerk .....	1550	and maintenance
Guards .....	720	to 900, quarters and maintenance
Doctor (part time) .....	1200	
Dentist (part time) .....	1020	
Oculist (part time) .....	300	
Trained nurse .....	1500	and maintenance
Chaplain (part time) .....	1200	
Shop foreman .....	900	quarters and maintenance
Steward .....	1200	" " "
Cook .....	1200	" " "
Farm supt. ....	1500	" " "

The total number of employees on the payroll is 47.

There is no pension system.

### III. PRISONERS

**1. Population**—On November 21, 1927, at the time the prison was visited there were 332 prisoners. The following analysis is given of the 514 prisoners received during the biennium ending June 30, 1928:

#### Ages when received:

Under 20 years .....	66	30 to 39 years .....	124
20 to 24 " .....	94	40 to 49 " .....	75
25 to 29 " .....	100	50 and over .....	55

#### Nativity:

Native born .....	444	Foreign born .....	70
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The foreign born were from ten countries.



**Race:**

White ..... 435      Negro ..... 6

**Education:**

Illiterate ..... 20      High school ..... 73  
Grammar school ..... 451      College ..... 8

**Sentences:** All sentences are Determinate.

Up to 5 years ..... 455  
Bet. 5 and 10 years ..... 47  
" 11 and 20 " ..... 7  
" 31 and 40 " ..... 1  
Life ..... 4

Electrocution is the form of execution used.

During the biennium none were executed.

**2. Classification**—There is no scientific system of classification

**3. Insane**—By order of the State Commissioner of Public Welfare, insane prisoners are transferred to the state hospital at Waterbury.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules are general in nature and few in number. The silence rule no longer obtains at any time. Two letters may be written a week, and more if the inmate pays his own postage. Magazines, books and newspapers may be received direct from the publisher. One visit a month is the general rule, with but little limitation as to the length of the visit. Orders are placed for inmates at the outside stores for a considerable variety of articles. No specific limit is placed on the amount which may be spent.

**2. Punishment**—Loss of yard privileges, movies and tobacco, is the most common form of punishment. For other offenses the men may be locked in punishment cells; usually the maximum period for lock-ups is five days. These cells are in the newer section of the prison, have toilet and lavatory, and are not dark.

#### V. HEALTH

**1. Hospital**—At the time of the survey there were no hospital facilities beyond those for first-aid dressings and venereal treatment.

On account of new construction, space which will later be available for the hospital is used for sleeping quarters. Sick patients are treated in their cells.\*

**2. Medical Staff**—A physician visits the prison for one hour daily. A full-time civilian male nurse is in charge of the pharmacy and first-aid room.

**3. Medical Examination and Care**—On admission new inmates are given a physical examination with Wassermann tests. Dental and eye treatment is given only on complaint. The dentist spends one day weekly at the prison. There were no known cases of tuberculosis among the present population. Venereal cases are placed under treatment and held until treatments are completed.

**4. Psychological Work**—There is no routine mental examination.

**5. Commissary**—The mess hall is well lighted and ventilated and rather more attractive in appearance than most prison mess halls. The men are seated on chairs on either side of the tables. The kitchen and bakery adjoining are completely equipped. The entire commissary department, including the storerooms, is clean and well kept.

The prison diet is varied, although fruit is served sparingly. The farm supplies all the vegetables used and the surplus is canned for winter use. The dairy supplies the milk and inmates have all the milk they wish to drink at each meal. Outside food is permitted.

**6. Baths**—The bathroom, located under the mess hall, has 34 showers. One bath is given weekly to the general population. Showers located in one of the shops provide additional baths for special details.

**7. Recreation**—The men have a short period in the yard daily, on Saturday afternoon and Sunday two hours, and on holidays all day. Baseball, basketball, football and handball are the principal sports. The recreation is arranged by the men. In the winter time the Saturday afternoon period of recreation is given in the chapel if the weather is not suitable for use of the yard.

\* The new hospital provides four private rooms with two beds each, one ward with 25 beds, an operation room, sterilizing room, diet kitchen and dispensary.



**8. Entertainment**—Movies are shown weekly during the winter and quite a few outside lectures, musicals and entertainments are given. Inmates stage one show a year for outsiders, the receipts of which are used in the entertainment and amusement fund.

## VI. INDUSTRIES

**1. Workshops**—The new industrial building and the work done to the old building give workshops which on the whole compare favorably with modern factory standards.

**2. Character**—The major industry is the shoe factory. This work was originally done under contract with the Ascutney Company of Windsor. The company supplies the machines, material and instructors. The prison supplies the factory, heat, power and labor. When the prison was visited the contract had not been renewed but the work was being continued on the same terms as provided by the contract.\*

**3. Employment**—The industrial distribution of the 332 inmates on November 21, 1927, was as follows:

Shoe shop .....	177
State shop .....	7
Farm and gardens .....	29
Construction .....	39
Maintenance .....	69
Idle .....	10
Under punishment .....	1

**4. Vocational Training**—The farm and the shoe industry have considerable vocational value, though there is no organized vocational system in the prison.

**5. Compensation**—The state gives the men \$1.00 a month discharge money. Those in the shoe shops are paid at the rate of five cents per pair by the company on the piece-price plan. The men detailed to the farm and garden outside the wall receive ten days' additional "good time" per month.

\* A canning industry has been developed at the farm since the institution was visited.

## VII. EDUCATION

1. **Library**—There is a library of 4000 volumes. There is no regular appropriation. The state library assists at times with its traveling collections. The new wing under construction will supply ample library quarters with space for reading tables.

2. **School**—On the date of visit, school work was suspended pending completion of the new wing, which will contain an adequate combination library and schoolroom. An educational program will be started in charge of the clerk, who has had teaching experience. A few men are purchasing correspondence courses.

## VIII. RELIGION

1. **Chapel**—An unusually attractive chapel is located over the mess hall. It is used for entertainment purposes as well as for religious services.

2. **Chaplains**—There is a part-time chaplain.

3. **Services**—Services are held weekly. Catholic services are supposed to be held at regular intervals, but this schedule is not always adhered to.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The parole comes under the general supervision of the Commissioner of Public Welfare. During the year ending June 30, 1928, 222 men were paroled and 17 declared violators. The men make parole reports by mail.

## XI. Cost

Gross cost for the year ending 6/30/28.	\$150,000.00
Earnings .....	31,770.06
Net cost .....	118,229.94



## COMMENT

For some years it has been possible to rate this as one of the best small prisons in the country. This is due, more than anything else, to the progressiveness of its superintendent and the cooperation he has received for years from the State Commissioner of Public Welfare. The former occupant of that office is now the Governor and his intelligent cooperation continues.

The prison is also the State House of Correction. It does not appear to suffer greatly from the problems usually arising from a mixture of two different types of prisoners. For years the plant has been gradually improved by a well-planned program of steady construction and reconstruction. Since the 1926 Handbook a new cell block of 144 modern steel cells has been built into the old wing formerly used as a dormitory. The other cell house is still below modern standards but the excellence of its upkeep partially counterbalances the old construction.

Two stories have been added to a small wing jutting out of the east cell house. One floor is to be a combination reading room, school-room and library, the other the hospital. This is a most valuable addition to the plant.

The facilities mentioned above will make possible a well-rounded educational program and it is to be hoped that this will be instituted. The lack of effective educational work is one of the few weaknesses of the institution. The library should be built up and maintained by regular appropriations. The educational work should aim especially at a combination of academic and vocational training. The cooperation of the State University and the State Department of Agriculture can be used to excellent advantage on the farm, where theoretical and practical instruction can be combined.

The prison farm here is among the best in the institutions of the country. It is proposed to expand it and to make farming a major industry. This is an excellent plan considering the character of the state and the nature of the prison population. The cannery and greenhouse have been operated successfully for some years. Work at the farm, the dairy, and on similar details is beneficial both to the

state and the prisoners. The men employed there are properly encouraged by the award of extra "good time."

The shoe industry here is an excellent one and the pay given the inmates is put on a proper basis, although the amount is too small. The shop is modern and the industry supplies considerable vocational training. Few of the faults considered inherent in the contract system are found here. The shoe shop has not been profitable for the contractor, however, and it is possible that in the next few years the prison will be faced with the loss of the industry. It will undoubtedly be difficult to find another as desirable. One can only hope that the farm will by that time have expanded so that a large proportion of the population can be employed there.

The recreation schedule, which permits outdoor exercise in the yard every day, even in winter, is a sensible one and has proved its value from the standpoint of health and morale. The basketball league of six teams plays all winter. Such wholesome and stimulating activities as dramatics and chorus singing are also encouraged.

The meeting held annually at the prison and attended by state officials, law officers, and other interested citizens has proved valuable in keeping the people of the state in touch with the prison and sympathetic with its aims.

Intelligent and humane handling of the inmates, sensible and constructive discipline, and a progressive program have produced an excellent morale. The institution well deserves the continued confidence and support of the public.



## STATE PENITENTIARY RICHMOND, VIRGINIA

Visited January 31, 1928.

The original institution was built on this site in 1797 in accordance with a plan drafted by Thomas Jefferson. A new cell house was built in 1913 and when the prison was visited the last of the original buildings was being demolished.

### I. GROUND AND PLANT

The administration office in front of the building opens into the new cell house erected in 1904. The industrial buildings and commissary department are built near the rear of the enclosure. In the space occupied by the original prison building which has been demolished a new commissary was being built which was to be completed late in 1928. There are about seven acres within the enclosure.

**1. Housing**—The cell house built in 1913 contains 336 cells on five tiers. The cells are 7.6" x 5.6" and 7.6" high. The cell house is well lighted and ventilated and each cell has toilet and washing facilities. Each cell is equipped with an upper and lower bunk attached to the wall. Straps of iron are used instead of springs and each bed is equipped with mattress, blankets, sheets and pillow case. Most of the cells have small desks or tables, a chair and a locker.

**2. Farm**—There is no prison farm in connection with the Penitentiary but the Virginia State Farm supplies the prison commissary with a considerable variety of foodstuffs.

### II. ADMINISTRATION

**1. Control**—The prison is under the general control of a Board of Directors of the prison consisting of five members appointed by the Governor, one each year for a term of five years. This board is

required by law to meet every week. The board appoints the warden and chief surgeon of the prison. The members of this board are:

Walker C. Cottrell, Richmond, Pres.  
 R. McC. Bullington, Richmond, Vice Pres.  
 T. Gray Haddon, Richmond  
 James Brockwell, Peterson  
 Clyde W. Saunders, Richmond

**2. Supt.**—R. M. Youell was appointed in May, 1922, and in December of that year was reappointed for the regular term of five years. He had previously been in business and was a major in the army during the World War.

**3. Asst. Supt.**—H. E. Fitzgerald was appointed in September, 1925. He has served in the various capacities of clerk, guard, and bookkeeper and has been in the service of the institution since 1910.

**4. Guards**—In addition to three keepers and a captain of the guards there are 35 guards appointed by the superintendent. They work on 11-hour shifts, have two days off each month and 15 days' vacation a year. Quarters are provided for those who wish them.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$4500 and quarters
Deputy .....	4000 " "
Guards .....	1200 to 1500 and quarters
Doctor (part time) .....	3000
Dentist (part time) .....	1200
Eye, ear, nose and throat specialist (part time) .....	600
Shop foreman .....	2700
Chief clerk .....	2400
Bertillon man .....	2240
Steward .....	1380
Educational director .....	2400
Chaplain .....	paid by State Church Federation

There are 57 employees on the payroll.

There is no pension provision.

### III. PRISONERS

**1. Population**—At the time the prison was visited there were 684 inmates. The following analysis is given of 1036 prisoners,



which includes all the prisoners of the state received during the year ending June 30, 1928:

**Ages when received:**

Under 20 years .....	193	30 to 39 years .....	177
20 to 24 " .....	329	40 to 49 " .....	77
25 to 29 " .....	218	50 and over .....	42

**Nativity:**

Native born .....	1024	Foreign born .....	12
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The foreign born were from seven countries.

**Race:**

White .....	448	Negro .....	588
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**Education:**

Illiterate .....	279	Literate .....	757
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**Sentences:** All are on Determinate Sentence.

Under 5 years .....	736	Bet. 21 and 30 years .....	10
Bet. 5 and 10 years .....	215	" 31 and 40 " .....	4
" 11 and 20 " .....	55	Over 40 years .....	1
Life .....	15		

During the year ending June 30, 1928, four men were executed. The law provides for execution by electrocution.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—On the recommendation of the Governor advised by a committee of five doctors, and by order of the court, insane men may be transferred to the state hospital.

4. **Women**—Seventy women prisoners are quartered in a separate yard and cell house separated by a wall from the main prison. Their cell house is similar to the new one in the main prison and but one prisoner is assigned to a cell. The women work in the clothing shop in an industrial building in the main prison on one of the contracts. They are in the general charge of one matron.

## IV. DISCIPLINE

1. **Rules and Regulations**—There is no silence system. One letter a week is the regular rule but permission may be secured for

additional letters. Magazines, books and newspapers may be received direct from the publishers. Smoking is permitted in the cells and in the mess hall after the morning and noon meals and at recreation time. Visitors may be received every two weeks in a room near the guard room. Visitors and inmates are seated in chairs side by side. Purchases not exceeding \$6.00 a month may be made at the commissary.

**2. Punishments**—For lesser offenses restriction of mail and loss of recreation periods are used and for other offenses men may be sent to one of the eight cells screened off from the others on the upper tier in the cell house and held there for one to ten days and in a few cases as long as 30 days. While here they are on a bread and water diet for two days with regular rations on the third. For certain offenses the strap may be used as a form of punishment. Most of the disciplinary cases are handled by the deputy superintendent.

## V. HEALTH

**1. Hospital**—The quarters occupied by the hospital at the time of the survey were temporary in nature pending the construction of a new wing in which a permanent hospital would be located. It contains only a few beds. There are no facilities for surgery, X-ray, or laboratory work, all of this work being done at the Memorial Hospital in Richmond.

**2. Medical Staff**—A part-time physician is in charge. His assistant is a fourth-year medical student. A part-time dentist and oculist and two inmates complete the staff.

**3. Medical Examination and Care**—Each inmate is given a physical examination upon admission with Wassermann tests, small-pox and typhoid vaccinations for all men who are assigned to road camps or prison farms. A local dentist devotes two hours daily to prison work and sees all new men. A local oculist spends two days weekly at the prison and examines all new inmates.

All tuberculous inmates are transferred to the sanitarium at the prison farm. Venereal cases are placed under treatment.

**4. Psychological Work**—A member of the State Mental Hygiene Board gives a psychiatric examination to all prisoners. They are also given a psychological test.



**5. Commissary**—The old commissary was not satisfactory in any respect. When the prison was visited work on a new one was already begun. It was said that this commissary is to be modern in every detail.

The prison is limited by law to the daily expenditure of 20 cents per capita for prisoner's food. The menu is usually confined to one vegetable daily. Fruit is served several times weekly. Food is not rationed.

**6. Baths**—There are 60 showers in the bath house located under the new cell house. One bath a week is required in the winter and two in the summer. Additional baths may be taken if the men care to do so.

**7. Recreation**—Men are given from one to two hours in the yard on week days and practically all day on Sunday and holidays. Baseball is the principal sport.

**8. Entertainment**—Movies are shown in the mess hall once a week. Outside entertainments are given on about six holidays a year. The only radios are those owned by individuals.

## VI. INDUSTRIES

**1. Workshops**—The industries are housed in four-story wooden structures built in 1888. Sprinkler systems have been installed to reduce the fire hazard and fire escapes are provided. While the buildings are not modern in type or construction, for the most part they afford fairly good working conditions.

**2. Character**—The principal industries are on the contract basis with the Keegan Grade Clothing Company of Baltimore, Maryland, and the Fiber Craft Chair Company.

**3. Employment**—At the time the institution was visited the industrial distribution of the 684 inmates was as follows:

Shirt and overall factory .....	210
Fibercraft chair factory .....	205
Print shop .....	18
Woodwork shop .....	30
Clothing shop .....	12
Construction .....	50
Maintenance and other details ....	153
Sick .....	6

4. **Vocational Training**—The construction work and some of the maintenance details have some vocational value but the major industries have little if any.

5. **Compensation**—Men on maintenance work receive 10 cents per day. In the smaller state shops the men receive 10 cents from the state and 25 cents from the industry. For overtime and tip in the contract industries the men receive from \$2.00 up to as much as \$40, though only a few earn as much as the latter amount.

## VII. EDUCATION

1. **Library**—There is a library of about 3500 books housed in the old cell house. Books are purchased from the prisoners' interest fund and acquired by gift; there is no regular appropriation. The weekly circulation is 130. The library is in charge of the chaplain. There will be an adequate library room in the new building and more money will be made available for books.

2. **School**—A compulsory school is held for those having less than a fourth grade education. It enrolls 145 men. Only the rudiments are taught. There are also special classes correlating academic and shop work. The printers, for example, have a special English class and machine shop, and tin shop men have one in mechanical drawing. Men assigned to these shops must take the course. A dozen men are enrolled in voluntary classes, largely in the mechanical drawing class. The women have two hours a week instruction in cooking and sewing, 50 per cent being enrolled. In the men's section large cells on the top tier of the old cell block are used as classrooms. There will be adequate classrooms in the new building now under construction. Each individual attends school two periods of one hour each per week. A professor at William and Mary college is designated as Educational Advisor to the Penitentiary Board. There is a trained educational director and four inmate teachers, the latter paid ten cents a day.

A dozen men are taking correspondence courses supervised to some extent by the director. There is no educational work among the 2100 inmates assigned to road camps.



# VIII. RELIGION

1. **Chapel**—A combined chapel and auditorium is to be provided in the new building under construction at the time the prison was visited.
2. **Chaplain**—The chaplain is employed and paid by the Church Federation of the state.
3. **Services**—Protestant and Catholic services are held weekly and chapel is compulsory.

# IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

# X. PAROLE

There is no parole law. Men receive as much as one-third off their regular sentences for good behavior.

# XI. COST

Total operating expenses for year ending	
6/30/28	\$193,249.07
Industrial earnings and other receipts	126,456.38
Net operating cost	66,792.69

# COMMENT

The plant of this institution is gradually being modernized. The last of the old buildings, famous because they were designed by Thomas Jefferson, have been razed within the year to make room for buildings of modern design and construction. When the present program is completed practically all of the institution except the workshops will be modern.\*

In the workshops metal ceilings and an automatic sprinkler sys-

\* These buildings were completed in the fall of 1928.

tem have been put in to reduce the fire hazard, and fire escapes have been provided. Despite their age the buildings afford fairly good working conditions. They should, however, be replaced as rapidly as possible with modern fire-proof workshops. Aside from a few smaller shops, largely for maintenance purposes, two industries furnish most of the employment.

At the time the prison was visited there were 210 men in the shirt and overall factory and 215 in the fiber furniture shop. The sewing industry is a poor one for men, but the fiber shop is among the better prison industries found in states operating industries on the contract basis.

Road work in Virginia as in most states has met opposition open or covert. In Colorado the opposition finally succeeded in ending an extensive road-building program which had done much for the state highway system. But good roads built at a substantial saving to the state did not save the road-building work in Colorado. Private interests won and the interests of the state were sacrificed. It is to be hoped that Virginia may not have a similar experience.

The state pays inmates ten cents a day for maintenance work and 25 cents in the state industries. In the contract shop the men are paid a tip for overtime which runs from \$2.00 to \$10.00 a month, a very few earning as high as \$40.00. The holding of at least five cents per day of the earnings of each man until his discharge is a sound practice. Only a few other states make this wise provision. A prisoner may not spend more than \$5.00 of his earnings a month.

The housing of women prisoners in a section adjoining the men's prison is not so uncommon as the other practice in vogue here, that of using them in a section of the prison industries. It is accepted as a sound prison principle that women prisoners should be removed from the prison for men and cared for in some institution for women. With the development of the prison farm in Virginia an entirely separate section for women should be considered.

This is the only state in which the chaplain is employed by the federated churches of the state. He is recognized by the state as the official chaplain and has the duties ordinarily assigned to this office, but he is a part of the official régime only to the extent that this recognition gives him a semi-official status. This puts the responsi-



bility for the religious work of the prison system where it seems to belong: on the churches of the state and not on the state itself. Until the responsibility for this work is accepted in all state institutions by the churches, as it is in Virginia, it is doubtful whether the religious work in our prisons will be anything more than perfunctory and ineffectual.

The educational work at this prison was organized in a unique way, the task being turned over to William and Mary College in 1920. A professor of the college now serves as educational adviser to the penitentiary board. There is also a trained full-time educational director. The use of cells in the old 1797 cell block as school-rooms is obviously bad and the program should be stimulated when rooms in a new building, now planned, are available. The most significant feature of the present educational work is the degree to which the school is correlated with such shops as the print, machine and tin shops. This affects only a few men but recognizes a sound principle. This prison has not allowed the character of its population or inadequate facilities to prevent the beginning, at least, of an educational program.

There is no educational work in the camps. In the women's section a matron capable of teaching domestic science was secured and about 50 per cent of the women are enrolled for limited instruction. The problem of providing education under present camp conditions seems almost insuperable. The task of solving it should be made the object of a survey in which the services of experts could be enlisted. Virginia could render the other southern states a valuable service by a survey of this sort. No survey is needed, on the other hand, to indicate how the educational work for the women prisoners could be expanded. Several of the better reformatories for women furnish adequate examples.

The disciplinary system of the prison as a whole is similar to that of others, except for the use of the strap. Since the institution was visited, additional safeguards have been set up to help prevent its abuse. The rule is now that before this punishment is given to inmates in the prison or the road camps the approval of the superintendent must be secured. Other states, North Carolina among them, have given up the use of the strap and it is officially stated that the

morale has improved as a result and that the men work better. The Virginia officials appear capable of handling their disciplinary problem without continuing the use of this outworn form of punishment. It should not only be abandoned by the present officials but should be abolished by law, so that its use may not be revived later by a less progressive administration.

The superintendent is responsible not only for the management of the penitentiary, with almost 700 men, but for the 24 road camps of the state, in which there are almost 2000 men. Of this latter number about 550 are jail (misdemeanant) prisoners. This state takes full custody of men serving county sentences as well as state prisoners. Such a practice is undoubtedly a wise one as it standardizes the various camps of the state and makes possible a real degree of unity. Through this method of control many of the problems are avoided which are common in states where each county sets its own standards. The practice of the state taking over the custody of all prisoners appears to have significance in connection with the county jail problem in many states.

In two of the camps permanent buildings of a fire-proof nature are being erected. When they are completed many of the objectionable features of the present camps will be overcome. In other camps a standardized type of portable (knock-down) buildings is in use. These latter camps remain on rented sites for periods ranging from six months to two years. While the Virginia camps on the whole must be rated as second only to those of Alabama they have several objectionable features that should be remedied. Among these are: the use of individual chains on all men except trustees as a means of preventing escapes at night, a practice given up by Alabama; the use of wooden platforms instead of cots for sleeping purposes, again in contrast to Alabama; failure to provide adequate night clothing, although in some of the camps the sergeants issue extra underclothing or old shirts for this purpose. In nearly all of the camps the mess room for the prisoners lacks flooring. The constant tramping of feet pulverizes the dirt floor and raises a dust which settles upon the food.\*

\* At two of the camps beds are being provided and the use of chain and shackle discontinued. Floors have been laid in the mess rooms at six camps.



Of the camp population 36 per cent are white and the balance negroes. More than 50 per cent are under 25 years of age. In contrast to the other southern states Virginia houses negroes and white convicts in the same camps, segregating the races only to the extent that separate tables are provided in the mess room and that they sleep on opposite sides of the sleeping quarters.\*

The progress Virginia has made in its penal system in recent years gives promise that the needs discussed in this Comment will be met and the defects remedied. Continuity of leadership is needed. This may require an increase in salaries for administrative heads. The cooperation of the State Welfare Department and of all progressive forces in the state has a part to play in the development of its penal system.

\* Full report of the survey of Prison Camps of this state is printed by the Society in separate form.

## VIRGINIA STATE FARM STATE FARM, VIRGINIA

Visited December 14, 1928.

The State Prison Farm is run for convicts of the state whose health, mental or physical, makes farm life preferable to institutional life. A separate section is provided for tuberculous patients and an infirmary for the seriously crippled and disabled. The farm also takes defective and diseased misdemeanants unable to work on the roads. Both departments come under the same management although the plant for the misdemeanants is separated from that for the other prisoners: felons on one bank of the James River and misdemeanants on the opposite bank.

### I. GROUND AND PLANT

In the section for state prisoners the buildings are of brick and reenforced concrete. Wooden dormitories and commissary department are provided for the misdemeanants. The buildings are not surrounded by walls but by a wire fence.

### II. ADMINISTRATION

1. **Control**—The institution is under the direction of the State Prison Board which appoints the superintendent. (See section on Control in report on Penitentiary at Richmond.)

2. **Supt.**—R. R. Penn was appointed for another four-year term in January, 1928. He has had 33 years' experience in the state prison system.

3. **Guards**—The superintendent appoints 30 guards who work on 12-hour shifts with half a day off each week and 15 days' vacation a year.

4. **Salaries and Pensions**—The salaries paid are as follows:



Superintendent	\$4500 and quarters
Farm foreman	1500 quarters and maintenance
Dairy foreman	1200 " " "
Guards	840 " " "
Storekeeper	1200 " " "
Doctor	3000 and quarters
Dentist (part time)	300
Oculist	Fee basis
Steward	1080 to 1200 quarters and maintenance

There is no pension provision.

### III. PRISONERS

1. **Population**—At the time the prison was visited there were 610 inmates in the institution. The data on population for all the prisoners of the state are given in the report on the State Penitentiary at Richmond.

2. **Classification**—The institution provides for the segregation of a number of groups rather than for any scientific classification.

### IV. DISCIPLINE

1. **Rules and Regulations**—In general the rules are the same as at the Penitentiary. The superintendent holds a weekly "kick meeting" at which time discontented inmates may discuss their problems. There is little repression in the system and only enough regulations to keep the community orderly.

2. **Punishments**—Punishment consists of cuffing the men to a bar about the height of the chest, the use of leg shackles, and the strap in extreme cases. It was said that the strap had been used only twice in the last six years.

### V. HEALTH

1. **Hospital**—On the upper floor of the dormitory building near the guard quarters a small hospital or infirmary is provided.

2. **Medical Staff**—In addition to the regular doctor there is a guard nurse.

3. **Medical Examination and Care**—Physical examination is given all incoming prisoners. Tuberculous inmates are treated sepa-

rately from the others. Insane inmates are transferred to the state hospital.

**4. Psychological Work**—The state psychiatrist on the staff of the State Penitentiary gives some time to the institution.

**5. Commissary**—The mess hall, kitchen and bakery are in one group. The buildings are well lighted and ventilated and not unattractive. A high standard of sanitation is maintained throughout the department.

**6. Baths**—About 20 showers and several tubs are located in the wash rooms in connection with the dormitories. Men may bathe as frequently as they wish.

**7. Recreation**—Adequate space is available for baseball. Men are given time in the yard every day including Saturday, Sunday and holidays. Equipment is available for baseball, horseshoes, volleyball and other sports. Periods for swimming are arranged from time to time. When the weather does not permit yard recreation table games are quite extensively used. Sports are financed with the interest on the prison fund and with contributions.

**8. Entertainment**—Movies are given monthly and inmates stage occasional shows. There is a radio set with loud speaker for the state prisoners and one for the misdemeanants.

## VI. INDUSTRIES

**1. Workshops**—There is but one workshop; it has a large number of windows and is well lighted and ventilated.

**2. Character**—The farm is run on the state-account basis, though most of the produce is sent to the state institutions. The shirt industry is on the contract basis with the Keegan Grace Company of Baltimore.

**3. Employment**—At the time the institution was visited the industrial distribution of the 610 inmates was as follows:

Shirt factory	102
(some crippled or blind)	
Farm	220
Idle—tubercular	25
Sick and disabled	40
Maintenance	223



4. **Vocational Training**—There is no organized system of vocational training.

5. **Compensation**—The convicts receive 10 cents a day; half of their earnings may be spent, the other half is held for their discharge. No pay is given to the misdemeanants except a tobacco supply.

## VII. EDUCATION

No educational work is conducted.

## VIII. RELIGION

1. **Chapel**—A large building outside of the fenced area is used as a chapel and for entertainments for state prisoners. It seats about 500. The other unit of the institution is not yet supplied with a chapel but the mess hall is now used for this purpose.

2. **Chaplain**—The chaplain and assistants of the State Penitentiary are responsible for services here.

3. **Services**—Services are conducted every Sunday at each section of the farm.

4. **Other Agencies**—Various religious organizations conduct services from time to time.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

(See section on Parole under State Penitentiary.)

## XI. COST

Net operating cost for year ending	
6/30/28 .....	\$150,954.76
Receipts from prison farm, dairy, hospital and care of misdemeanants .....	146,650.26
Net operating loss .....	4,304.50

## COMMENT

The State Prison Farm in Virginia is a most interesting unit in the state prison system. It is not only self-supporting but sufficient surplus has been set aside each year to create a permanent building fund. The new buildings for misdemeanants have been built entirely by inmate labor from the profits of the farm. They are well arranged and modern in all respects except that they are of frame construction. The sleeping quarters are dormitories. Each inmate may control his own ventilation. The buildings are arranged in such a manner as to facilitate the maintenance of satisfactory sanitation.

The general morale of the institution is exceptionally good; the plan of weekly "kick" meetings unquestionably goes a long way toward bringing about a harmonious feeling between the officials and inmates. Punishments are few and the whole spirit of the institution is worthy of special mention.

The recreational facilities are adequate in all respects and the program provides for a large amount of team play outdoors. This is beneficial to the men both physically and mentally and helps materially to prepare them for free life upon release. While there is no organized system of community organization to train the men in the duties of citizenship the whole atmosphere of the institution is such as to make the establishment of such an organization easy of fulfilment. It is to be hoped that an organization of this kind may be effected in the near future.

A program of educational work should be started. A large number of the inmates are illiterate and this at least should be corrected. In spite of the splendid conditions at the farm from a material standpoint and in spite also of the high morale, there is no definite attempt at real vocational training or apparent concern for it. The work seems to be based on the idea that the state is justified in exacting as much profitable labor as possible during incarceration; little thought is given to the value of the work to the man or its effect on his condition after release. Providing better working and housing conditions for convicts during their incarceration is not sufficient. More consideration should and must be given to



the days following their release, if prison life is to be made effective. The farm could be made a valuable agency in the preparation of men for a useful vocation, as well as for training in character.

Through the establishment of a proper educational system and the formation of a community organization at the farm a forward step in preparing men for their release could be effected. The establishment by the officials of the State Department of Public Welfare of a bureau to assist discharged prisoners in obtaining employment after release, is urgently desirable. It appears likely that such a service, especially for misdemeanants who receive less pay and no discharge money, might tend to reduce the number of prisoners being returned for other offenses.

## WASHINGTON STATE REFORMATORY MONROE, WASH.

Visited July 10, 1928.

The law establishing this institution was passed in 1907 and the construction begun in 1908. The law provides (Chapter 167, Section 10, Session Laws 1907) that no person convicted of murder in the first or second degree and no person who shall have been convicted and sentenced more than three times either to fine or imprisonment shall be sentenced or transferred to said Washington State Reformatory. The first cell house was originally occupied in 1914.

### I. GROUND AND PLANT

The administrative building, with a cell house on either side, is constructed of brick and terra cotta. The effect is unusually attractive and the main buildings form quite an impressive architectural group. Within the walls are a brick plant and several industrial buildings. A plank wall encloses about 17 acres.

**1. Housing**—There are two cell houses in each of which are 320 cells on four tiers, 9 x 6 and 7 feet high. In the original cell house completed in 1914 the windows open only on one side and forced ventilation is provided. In the cell house completed in 1928 the construction is in general the same but provision is made for opening the windows on both sides so that the forced ventilation can be supplemented by natural ventilation. The cells are equipped with a toilet and lavatory of good quality. The spring beds have cotton-top mattress, blankets, sheets and pillowcase. A locker, table and chair are supplied to each cell. After the completion of the new cell house it was not planned to quarter more than one man to a cell.

**2. Farm**—The farm, consisting of 600 acres, is located just back of the prison. In addition to the products of a large dairy, piggery and poultry plant a large amount of small fruits and vegetables are raised for the prison commissary.



## II. ADMINISTRATION

1. **Control**—(See section on Control under State Prison.)

2. **Supt.**—James J. Cameron was appointed in June, 1921, for an indefinite term of office. He had formerly been a county assessor, state senator, and member of the Department of Business Control.

3. **Deputy**—The deputy, here called captain, is J. L. Brady, appointed in January, 1921. He had formerly been in construction work and has been for 12 years an officer in the institution.

4. **Guards**—There are 13 guards who work 10½ hours a day, with one day off every other week and two weeks' vacation a year. In addition to the guards there are 12 overseers.

5. **Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$3600	quarters and maintenance
Deputy .....	1800	" " "
Chief clerk .....	2400	
Guards .....	1020	
Doctor (part time) .....	1020	
Dentist .....	For work done	
*Parole officer .....	3000	
*Asst. parole officer .....	1500	
Chaplain .....	1380	quarters and maintenance
Chaplain (part time) .....	360	
Supt of industry .....	1980	
Steward .....	1500	
Farm supts. ....	1320 to 1500	

The total number of employees on the payroll is 48.

There is no pension provision.

## III. PRISONERS

1. **Population**—On July 10, 1928, when the prison was visited, there were 597 prisoners. The following analysis is given of the 805 prisoners received during the biennium ending September 30, 1928:

**Ages when received:**

Under 20 years .....	307	30 to 39 years .....	31
20 to 24 ".....	338	40 to 49 ".....	2
25 to 29 ".....	127		

\* State parole officers.

**Nativity:**

Native born ..... 733      Foreign born ..... 72

Of the foreign born 28 were from Canada, 10 from Mexico, and the balance, 34, were from 18 other countries.

**Race:**

White..... 741      Negro..... 17      Other races..... 47

**Education:**

Illiterate ..... 2      High school ..... 259  
Grammar school ..... 520      College ..... 24

**Sentences:**

Maximum.....20 years      Minimum.....6 months      Average.....15 months

2. **Classification**—There is no scientific system of classification.

3. **Insane**—On recommendation of the prison doctor, the Director of Business Control orders the transfer of insane inmates to the state hospital.

IV. DISCIPLINE

1. **Rules and Regulations**—There is no silence system, though the men are not permitted to talk at meals. One letter a week may be written to relatives only. Orders may be sent direct to the publisher for authorized magazines and books. Newspapers are permitted without censor when sent direct from publisher. Visits of an hour's duration are permitted once in two weeks. The visitors and inmates sit side by side in the prison rotunda. Visitors coming from a distance and not so frequently are allowed a longer period. Two orders a month may be placed by inmates for specified articles not to exceed \$3.00 an order. These orders are purchased by the clerk at outside stores.

2. **Punishments**—Loss of privileges is the most common form of punishment, or an extension of time, equivalent in other institutions to loss of "good time." For more serious offenses men may be locked in their own cells from one to four weeks, or placed in one of the six screen cells on a bread and water diet, with full rations every third day. Ordinarily men are not held here for more than two or three days. For some offenses men are placed in a drill crew



and marched for the same number of hours a day as the other men are at work. When the prison was visited 12 new punishment cells were under construction in a wing of the new cell house. The cells were to be of modern construction, not dark, and were to have the regular quality of plumbing, a wash bowl and toilet.

## V. HEALTH

**1. Hospital**—The hospital is located on the third floor of the domestic building. It has a capacity of 21 beds in two wards of eight and 12 beds each and one single room. An operating room is equipped for major surgery. Urinalysis is the only laboratory work done, all other being sent to the State Department of Health. There is no X-ray equipment. Food is prepared in the hospital diet kitchen. An ultra-violet machine has been installed.

**2. Medical Examination and Care**—Each inmate is given a complete physical examination with Wassermann tests on admission. Dental and eye service is rendered when needed. Tuberculous inmates are hospitalized. Venereal cases are placed under treatment.

**4. Psychological Work**—There is a mental examination which is given by the Director of Education.

**5. Commissary**—The commissary department is located just back of the main buildings, in what is called the domestic building. The mess hall on the ground floor is well lighted and ventilated. The men are seated on benches on either side of the table. The general atmosphere of the mess hall is rather good. The kitchen is a bit crowded but the equipment is adequate and a high standard of sanitation is maintained throughout the commissary department.

The diet is varied and adapted to the inmates' needs. Vegetables and fruit are served daily. The prison dairy supplies whole milk for drinking at breakfast and skimmed milk at dinner. The prison garden produces all the vegetables used and much of the fruit. Food is not rationed.

**6. Baths**—There are 40 showers in the bath house. One bath weekly is given to the general population.

**7. Recreation**—A good amount of space is available for recreation, and boxing programs and other outdoor amusements are

prepared and handled by the Prison Welfare League on all holidays and special occasions.

**8. Entertainment**—Movies are shown on Sunday afternoon, and the inmates stage several shows a year.

## VI. INDUSTRIES

**1. Workshops**—The carpenter shop and other maintenance shops are housed in comparatively new buildings. All of the industrial buildings provide very satisfactory working conditions.

**2. Character**—The industries are on the state-account plan.

**3. Employment**—On July 10, 1928, when the prison was visited, the industrial distribution of the 597 inmates was as follows:

Brick plant .....	68	Power shops .....	19
Wood gang .....	48	Laundry .....	21
New construction .....	96	Maintenance .....	83
Farm work .....	89	Sick .....	10
Automobile trucks .....	12	Under punishment .....	18
Tailor shop .....	21	Unassigned .....	112

**4. Vocational Training**—Some of the garden work, much of the new construction work, and the brick plant have considerable vocational value. The admirably equipped carpenter shop could have great vocational value, but at the time the institution was visited little use was made of this shop.

**5. Compensation**—There is no system of compensation.

## VII. EDUCATION

**1. Library**—There is a fair library of 5500 books in the domestic building. The circulation is 2500 a month. There is no regular appropriation and books are acquired by gift and from library discards. Magazines are received direct from the publishers.

**2. School**—There is a school in charge of the Director of Education. The attendance is 75 to 100. Attendance, which is compulsory for those not having completed the eighth grade, includes classes in current events and debating for the higher grades. Some



outside study is required. The school meets from 6.00 to 8.00 P. M. three days a week from September to May. There are eight inmate teachers, who are unpaid. Five standard schoolrooms are in the domestic building.

Ten men are taking correspondence courses. There is a class in music, both vocal and instrumental.

### VIII. RELIGION

1. **Chapel**—The chapel, located on the second floor of the domestic building, is used exclusively for religious services.

2. **Chaplains**—There is a full-time chaplain and one on part-time.

3. **Services**—Protestant and Catholic services are conducted every Sunday.

### IX. INMATE COMMUNITY ORGANIZATION

There is a system of inmate community organization known as the Welfare League whose object is to promote sports, inmate shows, advise new inmates, direct their attention to all rules as well as the rights of others, stressing the fact that it is a small minority that makes many institution rules as well as criminal laws necessary.

### X. PAROLE

The board of parole consists of three members appointed by the Governor for indefinite terms of office. This board meets at the institution every three months. The chief parole officer and assistants are employed by the Department of Business Control. Men are eligible for parole on expiration of their minimum sentence. While on parole they report monthly and the chief parole officer visits the larger centers of population at regular intervals, advising the men in those communities where they can see him, so that he can check personally on their progress. In 1928, 398 were paroled, 114 declared violators and 31 returned for violation.

## XI. Cost

Cash cost for the year ending March 31,	
1928 .....	\$127,318.87
Produced and used by institution .....	34,219.54
Total cost .....	161,538.41

## Earnings:

Farm and brick plant...	\$24,220.98
Federal maintenance ...	16,575.59
Total earnings .....	40,796.57
Net cost .....	\$120,741.84

## COMMENT

The administration building and the two flanking cell houses of this reformatory present an unusually impressive appearance. In one cell house, however, the windows cannot be opened except on one side and there is forced ventilation. The cell houses in other respects are excellent in construction. The newest wing, to be completed in 1928, will bring the total number of cells to 640. Neither doubling in cells nor the use of dormitories will be necessary when it is completed.

At the time it was visited this institution was not dominated by the usual reformatory ideas. It seemed rather to be operated along conservative prison lines. For example, 114 men unassigned were kept locked in their cells for all but two hours of the day. A small group of men under discipline spent the working hours walking, single file, in a beaten path about a small yard. No outdoor recreation was permitted except on holidays. This is the only institution in the country, either prison or reformatory, which does not use its baseball diamond if it has one. With the exception of Joliet, Illinois, there is no more limited recreation program to be found in an American institution.

The industrial program is weak, although several of the shops could be made productive and useful from the standpoint of vocational training. The brick yard especially has excellent possibilities.



The farm detail numbers 89 men, but it does not appear to be so conducted as to give the maximum of training.

The educational program, in spite of the conscientious work of the chaplain, is also weak, as it is certain to be in an institution with a low morale. A full-time trained educational director, who will also have charge of recreational activities, has been appointed. His appointment should mark the beginning of a well-rounded program in which academic and vocational instruction are correlated. A suitable auditorium is needed not only for recreational purposes, but for lectures and other educational activities.

Federal prisoners should no longer be accepted as boarders. There are already too many idle men in the institution and the problem of caring for its own prisoners is sufficiently difficult.

The medical supervision is in need of reorganization. The physician visits the hospital at irregular intervals and aside from doing the major operations has only a general supervision over the hospital work. He does not hold sick call and sees only those cases referred by the inmate who sees those coming to sick call.

The hospital facilities are inadequate for the population. Only emergency surgical work can be done. The wards are situated on the north end of the building where a minimum of sunlight is available.

Tuberculous inmates should be more effectively isolated from other patients and placed in quarters giving a maximum of sunshine daily. A supplementary diet of fresh eggs and milk is also indicated for these patients.

A greater amount of dental service should be available to the inmates, and eyes should be examined at the time of admission.

Many of the inadequacies of the hospital service could be eliminated if the physician were given a salary in keeping with the work that is to be done. Little more can be expected than is now being done so long as the salary remains at its present figure. The medical service could also be improved if inmates with longer sentences were assigned to hospital duty. Under the present arrangement, only men with short terms are given this work. The turnover is heavy and with no medical supervision an unsatisfactory service is being rendered.

An interesting feature of the parole system in this state is worthy of note. Instead of spending a large amount of time visiting individual prisoners the parole officer establishes himself on announced dates in the larger cities and the paroled men come to his hotel to report to him. While there are advantages in seeing paroled men at their places of work this system enables one officer to have some personal touch with more than the usual number of parolees. Parole reports countersigned by the employer supplement the personal interview and verify the parolee's statements.

The morale of the institution is low, as it is bound to be under the circumstances. The authorities of the State Department would do well to study the reformatory for men in Kansas, for example, or the reformatories in Indiana, Pennsylvania, and Connecticut. Certain accepted standards for reformatories have emerged during the past 50 years. Sufficient work, a broad educational program and, above all, intelligent individual treatment are recognized as essential features of any system for handling younger offenders. State officials have announced that the policy of the institution is to be changed. A change is badly needed if it is to be a reformatory in fact as well as in name.

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The superintendent, Mr. James J. Cameron, makes the following statement in regard to the foregoing Report and Comment:

"In the first paragraph regarding ventilation you are in error, as all windows on the west side of the old cell house can be opened. The washed air system, heated when necessary, is the most modern, sanitary and easiest of temperature control; only lack of knowledge on the part of your writer regarding the latest and most universally used ventilating system could be responsible for his criticism.

"Your comments in the second paragraph show that you have a misunderstanding regarding this institution, assuming it to be a Reformatory and for first offenders only, while as a matter of fact it is simply a Junior Penitentiary, the law providing that any offender between the ages of sixteen and thirty-five may be committed to this institution, at the discretion of the sentencing judge, excepting only those convicted of first or second degree murder, or



those having more than three former convictions, either to fine or imprisonment.

"Of the 114 unassigned, but forced to exercise two hours a day in the open air, 43 were new arrivals doing their 30-day quarantine and practically all the balance were men upon whom we were awaiting reports from the U. S. Bureau of Identification at Washington, D. C., as it is not our practice to put men out to work until we know their criminal history or that they are not wanted elsewhere.

"Regarding the Drill Crew: This is a form of discipline applied to men violating the institution rules which is a very humane punishment obtaining excellent results and the distance traveled per day is no greater than I traveled in training to be one of Uncle Sam's infantrymen.

"Our experience with baseball as a recreation has been most disappointing as it has been the one place where we were least able to maintain proper surveillance over inmates, due to the large number of inmates present and the excitement prevailing during the progress of the game. It is this condition that certain inmates take advantage of to traffic in contraband and inmates who are otherwise studiously segregated take opportunity to get together. We know this to have been responsible for many attempts to escape and it has given the moral pervert his opportunity. Only in the past few weeks I have been reliably informed that discovery was made in one of our large penitentiaries that great quantities of dope were being peddled at the Sunday ball games and had been a practice for months. The shake-down of the inmate's cell revealed two double handfuls of dope.

"Further than this, our Sundays are taken up with two religious services in the morning and a three-hour program of motion pictures in the afternoon. One of our main reasons for dispensing with baseball is that about 80 per cent of visits to inmates are made on Sunday owing to the fact that their relatives are largely business or working people who are unable to visit on any other days. We hold that a visit from the immediate family is of far greater benefit to the inmate than a baseball game.

"Your criticism of our industrial program shows a lack of knowledge of conditions in this state as both labor and capital find

fault with the outside sale of our surplus and manufactured articles. This, together with the fact that the average term of an inmate here is approximately but 11 months, and the further fact that the period of apprenticeship to all crafts and trades is four years precludes a definite industrial training program. Your criticism of the farm detail is best refuted by our last biennial report, 1927-1929, which shows farm, garden and livestock products to the value of \$114,000.00, of which \$68,439.08 was used or consumed by the institution and \$45,775.89 was sold.

"Your comment on the educational program being weak, with a low morale, was quite true at the time the committee visited here due to the fact that the chaplain was weak and his own morale low, as any officer who will smuggle contraband is not of the type to maintain a high morale in a penal institution. We now have a full-time director of education as well as a Protestant and a Catholic chaplain. We also have an appropriation available with which to construct a new auditorium.

"In regard to your attitude on the Federal prisoners will say that it certainly is not in harmony with that of the Federal marshals and deputy marshals bringing prisoners here. The percentage of those employed here is probably greater than at any Federal penitentiary and they are certainly better off here than those incarcerated in the various county jails in this and other states where they have opportunity to become drug addicts and at many of these jails are allowed no outdoor exercise.

"In answer to your comments in paragraph six will state that the physician calls every other day and is subject to emergency call at any hour of the day or night. He also has supervision over the hospital which is in charge of a paid hospital attendant and has been for several years past, and this hospital is run by the doctor and the hospital attendant, not by the inmate as you infer.

"In replying to your criticisms of the seventh and eighth paragraphs will say that funds have been appropriated for a new hospital which will include a maximum amount of sunlight, complete isolation of the tubercular and most of the modern hospital equipment.

"In relation to your comment in paragraph nine we will state



that an eye examination is included in the general physical examination given on entrance. Dental work is performed when necessary but naturally does not include gold fillings and other expensive dental installation at the expense of the taxpayer.

"Answering your comment in paragraph ten will advise you that provision has been made in the current biennium for an increase in the salary of the physician. However, the physician who was employed at the time your committee was here asked for the position, knowing what the salary was, and we do not believe that he has neglected this work. We do not agree with your suggestion of assigning only inmates with long sentences to hospital duty, as the inmates receiving the long sentences here and at other institutions are usually those of the more vicious types and the least trustworthy. We will continue to select men who are best fitted to do this work regardless of the length of sentence. Your statement concerning medical supervision as unsatisfactory is best answered by the percentage of deaths in the past year, a total of six out of an average population of 570, or slightly in excess of one per cent. Of the six deaths two were caused from meningitis, one from tuberculosis, one from septic sore throat, one was suicide and one met with accidental death, falling from a moving truck. The inmate who died of the throat infection was an Indian who had been in the institution but 32 days at the time of demise, having entered the institution with a syphilitic throat. We do not believe that medical men would hold our institution physician responsible for either the suicide or the accidental death in computing our percentage of mortality, which would actually bring our deaths to four or approximately seven per thousand. This we believe to be a good comparative average.

"Paragraph eleven, the parole system: While this department does not in any wise come under the supervision or direction of the superintendent and is handled by the state parole officer, the system of which you speak in your comments, that of meeting the paroled men of the larger cities at his hotel, he tells me has been discontinued as unsatisfactory. The reason given for discontinuance is that during these meetings men were thrown together in the hotel lobby and corridors who otherwise would not have made contact

and which only too frequently led to a renewal of their criminal careers.

"Your comment in paragraph twelve regarding the poor morale of the institution is best answered by the conduct of the inmates themselves. There has been no riot at this institution of any kind whatsoever for over eight years. Wardens and superintendents will agree with me that when morale is bad escapes and attempted escapes are more frequent. Our record for the past 13 months shows but four escapes or attempted escapes which is by far the lowest for any one year in the institution's history and this in the face of the fact that during this period there were employed outside the walls as trustees an average of 134 men daily, the largest percentage of trustees ever employed outside the walls over a similar period of time."



## WASHINGTON STATE PENITENTIARY

### WALLA WALLA, WASH.

Visited July 13 & 14, 1928.

The State Penitentiary of Washington was established at Walla Walla in 1886. At that time it was one of the largest towns in Washington, but as population has moved west of the mountains and along the coast more than 75 per cent of the prisoners now have to be transferred from 300 to 400 miles. This condition has put the state to great expense, is a hardship to the families of the prisoners, and is a considerable handicap in the development of prison industries.

#### I. GROUND AND PLANT

Most of the prison plant, including the administration building and cell houses, is of red brick. The administration building, which contains guards' quarters, is in front of the prison wall. A passage-way leads to a barred door connecting it with the prison.

The cell houses and the commissary are so constructed as to form two quadrangles, one of which is used for an exercise yard. Running parallel with the commissary wing is a two-story building containing the bakery and a number of maintenance shops.

The hospital and the old hospital building which is used as a dormitory are also in this part of the yard. The enclosure, of about 23 acres, is cut across by a wall. A one-story industrial building and the recreation grounds are in the rear yard.

**1. Housing**—There are five cell houses containing in all 460 cells on three tiers. The cells are 8 x 5.6" and 7 feet high. They have no plumbing. Each cell has an electric light and two beds, one above the other, equipped with straw tick, blankets, sheet and pillowcase. Flat iron bars cover nearly four-fifths of the door space of the cells, reducing the amount of light and air to a minimum. The trustees'

dormitory accommodates 60 men; a basement dormitory houses 14 others and in a dormitory in a wing of the cell house 13 men are quartered. Even with these extra dormitories it is necessary to put two men in most of the cells.

**2. Farm**—The farm covers 160 acres, 100 suitable for raising crops. A large dairy and piggery are a valuable adjunct to the prison but more land is needed to provide for an adequate farm.\*

## II. ADMINISTRATION

**1. Control**—The institutions of the state are under the general management of the State Director of Business Control appointed by the Governor. The State Director, with the approval of the Governor, appoints and may dismiss the warden.

**2. Warden**—Clarence E. Long was appointed in August 1, 1923. He had previously been a sheriff and had held other public offices.

**3. Deputy**—S. E. Bunker was appointed deputy November 25, 1927. He had previously been chief of police in one of the cities of the state and had also been a federal officer.

**4. Guards**—There are 56 guards appointed by the warden who work on eight-hour shifts and turnkeys who work 12 hours. The guards work seven days a week with two weeks' vacation and may have ten days' sick leave each year.

**5. Salaries**—The following salaries are paid:

Warden .....	\$3600	quarters and maintenance
Deputy .....	2100	" " "
Chief clerk .....	2100	
Guards .....	960	to 1080 quarters and maintenance
Engineer .....	2100	quarters and maintenance
Hospital steward and druggist...	1200	" " "
Doctor .....	1800	
Chaplain .....	2100	
Auto-tag supt. ....	3000	
Steward .....	1200	
Parole officer .....	3000	

There is no pension provision.

\* Purchase has been made of 84 additional acres and 185 acres leased for five years. A building has been erected outside the walls to house 216 men who work on the farms or outside the prison.



## III. PRISONERS

1. **Population**—On July 13, 1928, when the institution was visited, there were 1075 prisoners. The following analysis is given of the 780 prisoners received between January, 1927, and October, 1928.

**Ages when received:**

Under 20 years	35	30 to 39 years	253
20 to 24	157	40 to 49	128
25 to 29	134	50 and over	73

**Nativity:**

Native born	647	Foreign born	133
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The foreign born were from the following countries:

Canada	20	Mexico	15
England	10	Norway	10
Greece	12	22 other countries	66

**Race:**

White	715	Negro	42	Other races	23
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**Education:**

Illiterate	54	High school	184
Grammar school	495	College	47

**Sentences:**

No. on Determinate Sentence ..... 21

Of the 21 determinate sentences 11 are for life.

No. on Indeterminate Sentence ..... 759

Up to 5 years	692	Bet. 11 and 20 years	26
Bet. 5 and 10 years	57	" 21 and 30 "	4

The method of execution is hanging. During this period four men were hanged.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—On recommendation of the prison physician, the Director of Business Control orders the transfer of insane prisoners to the state hospital.

4. **Women**—Outside of the prison, but overlooked by one of the guard towers on the prison wall, is a small institution for the women prisoners of the state. The quarters provided are quite satis-

factory though the yard space is restricted. No industries are provided other than maintenance for this institution. This section of the prison is in charge of a head matron who has three assistants.\*

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules permit talking except in marching line and in the mess hall. One letter a week is allowed and permission for other letters may be secured. Books may be received direct from the publisher and newspapers and magazines may be secured through a local news agent. Two visitors a month are permitted, though this rule is not rigidly adhered to. For the general population visits are held without any screen and inmates and visitors are seated side by side. Orders of fruit, tobacco and clothing may be placed twice a month. There is also an inmates' store where sugar, candy and some toilet articles can be purchased. The food purchased is kept in the mess hall and placed on the table for the owner. Except for a few special details, smoking is permitted only in the cells.

**2. Punishments**—Loss of privileges is the most common form of punishment. For some offenses men may spend up to five days on bread and water in a dark cell; for others, the "bull pen" is used. This is a walled enclosure in one corner of the prison under one of the guard posts. A number of cells are built around this enclosure. Chronic trouble-makers are sent here and some mental cases which do not appear serious enough to be transferred to the state hospital. The confinement here is usually for quite an indefinite period and the usual prison diet is given. The men have the freedom of the enclosure from 7.00 in the morning to 5.00 in the afternoon.

#### V. HEALTH

**1. Hospital**—The hospital occupies a separate building two stories in height and has a capacity of 33 beds, distributed into three wards of five, ten and 12 beds each and six rooms with one bed each. The women inmates are treated in their own quarters. They are taken to a local hospital for needed surgical operations.

\* An additional building which provides quarters for 60 women has been erected since the prison was visited.



The hospital has a well-equipped operating room in which major surgery is done. There is no X-ray equipment and urinalyses only are made. A diet kitchen serves the patients and inmates.

**2. Medical Staff**—A part-time physician supervises the hospital work. A full-time registered pharmacist is in direct charge. A part-time dentist and seven inmates complete the medical personnel.

**3. Medical Examination and Care**—New inmates are given a physical examination with Wassermann tests and smallpox and typhoid inoculations. They are kept in quarantine for ten days. Dental and eye examinations are given only on complaint. All known tuberculous inmates are hospitalized. One ward is set aside for their use, but they are not permitted to use the yard.\* They have a special diet of eggs and milk. Venereal cases are placed under treatment.

**4. Psychological Work**—An intelligence test is given all inmates by the pharmacist.

**5. Commissary**—The mess hall is located on the ground floor in a building connected with the cell houses. The ceiling is high and the windows fairly large, so that the room is well lighted, though it would be much improved by forced ventilation.

The commissary department is adequately equipped and well arranged and a good standard of sanitation is maintained throughout the department.

A raised cage for a gun guard is situated in one end of the mess hall.

The diet seemed adequate and of good variety. Meat is served once daily. Vegetables are supplied from the prison garden, the surplus being canned for winter use. Fruit is served daily and milk is supplied from the prison dairy. Food is not rationed.

**6. Baths**—A few of the shops have shower baths and there are also two bath houses with 30 showers in each. One bath a week is given to the regular population and two to the commissary and cannery details. Men on the farms may bathe daily.

**7. Recreation**—A good amount of recreation space is available in the rear yard. Men are given the use of the yard on Saturday

\* They are now allowed the use of the yard around the hospital every morning and afternoon in good weather.

and Sunday afternoons and holidays. Baseball, volleyball, handball, medicine ball and other sports are played. Men not assigned to working details are given exercise periods in the quadrangle formed by the cell houses. Recreation supplies are purchased from proceeds from the prison store and visitors' gifts.

**8. Entertainment**—Movies are shown on Sunday mornings and these, with the special music at religious services, are the only entertainments.

## VI. INDUSTRIES

**1. Workshops**—The main industrial workshop is in the rear yard of the prison. It is a one-story structure of the type commonly used for industrial purposes and affords good working conditions throughout. In the main yard of the prison there are a number of small shops largely used for maintenance purposes. These also appeared to offer good working conditions.

**2. Character**—The state law permits the running of industries on the state-account plan but since the jute mill was closed practically all of the industries are on the state-use basis.

**3. Employment**—On July 13, 1928, when the prison was visited, the population of 1075 was distributed as follows:

Construction .....	23
Carpenter shop .....	7
Mechanical details .....	20
Auto-tag shop .....	129
Plumbing .....	9
Shoe shop .....	34
Sock factory .....	14
Tailor shop .....	52
Tannery .....	29
Cannery .....	34
Farm, garden, lawns, etc. ....	116
Maintenance .....	259
Library .....	11
Women .....	39
Sick .....	11
Punishment .....	17
Unassigned .....	271

There are 82 trustees included in the above figures.



4. **Vocational Training**—Some of the farm details and a few of the maintenance shops afford opportunity for vocational training, but there is no organized effort to achieve this purpose.

5. **Compensation**—There is none.

## VII. EDUCATION

1. **Library**—There is a very good library of 8000 volumes located in a pleasant room in the cell house. The weekly circulation is 1500. The former library was destroyed by fire and the present books were secured by a newspaper appeal throughout the state. The Seattle and Tacoma libraries contribute discarded books. The only magazines received are three copies of the National Geographic.

2. **School**—There is a voluntary school enrolling 150 to 225, in charge of the superintendent's secretary. It covers the eight grades and some high school work. It meets in the mess hall from 6.30 to 8.00 P. M. three days a week throughout the year. There are 12 inmate teachers, receiving no pay.

Ten men have purchased correspondence courses.

## VIII. RELIGION

1. **Chapel**—The chapel occupies a separate building in the yard and is well lighted and ventilated. It has an adequate seating capacity and is used for general assembly purposes as well as religious purposes.

2. **Chaplain**—There is a full-time chaplain.

3. **Services**—The chaplain conducts weekly services and Catholic services are conducted once a month.

4. **Other Agencies**—Christian Science services are also held weekly.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

The Board of Parole, consisting of three members appointed by the Governor for an indefinite term of office, constitutes the parole authority. This board employs a chief parole officer.

During the period from January 1, 1927, to October 1, 1928, 413 men were discharged, and 685 were paroled, 177 of whom were declared violators, and 82 returned.

Men are eligible for parole at the expiration of the minimum sentence. In addition to the parole report by letter the chief parole officer visits the larger cities of the state at frequent intervals, notifying the men so that he may interview them personally.

## XI. COST

Gross cost from 4/1/27 to 9/30/28....	\$418,477.07
Earnings .....	87,717.42
Net cost .....	330,759.65
Gross per capita cost for one year .....	335.53

## COMMENT

This institution has in an aggravated form the problems common to so many prisons today, that of overcrowding, and its twin evil, idleness. Two men are quartered in most of the cells, although the ventilation is inadequate. The fronts of the cells are made of flat bars which take up about 80 per cent of the surface. Since the institution was last visited a ventilation system has been installed. This alleviates the condition somewhat but by no means remedies it. The situation would be serious enough if the men occupied the cells for only the sleeping hours. Because of the lack of employment many of them are confined in their cells over 20 hours a day. When it is remembered that Walla Walla, on account of its location in a valley, has a very high average temperature during the summer months, another serious factor in the situation is presented. Heat, overcrowding, idleness, defective ventilation and poor natural lighting are a combination of handicaps that no amount of official ingenuity can overcome.



The plant as a whole is clean and well kept. The cells are well cared for and the arrangement is better than in many institutions to which additions have been made from time to time. The commissary department and auditorium especially are satisfactory for their purposes. The prison is, however, inadequate for the number of men for which it was intended and cannot possibly with the present facilities care properly for its increased population. Additional housing facilities should be provided in this or in some other institution. A few of the smaller maintenance shops only are in the main yard. The latter are not modern but afford fairly good working conditions.

In the main industrial building the auto-tag plant and a cannery, a recent development, are the principal industries. The old jute mill machinery occupies a considerable part of the industrial building but has not been used for many years. At the time the prison was visited the auto-tag plant did not seem to be handled as efficiently as most such prison shops are. It was employing a very large number of men in proportion to the number of tags produced. This was said to be due to the paint supply and to be only a temporary condition. The cannery has not been in operation long enough for its efficiency to be judged fairly.

Despite the unusual number of men assigned to the auto-tag shop, when the prison was visited there were 271 men unassigned, approximately 25 per cent of the population. Such a percentage of idle men creates a serious problem in any institution. The local officials are not responsible for this lack of industries, but until industries can be developed to employ them some means should be devised, in view of the conditions referred to earlier in the comment, of keeping idle men out of their cells for a larger portion of the day.

The schedule of an hour in the exercise court both morning and afternoon is evidence of recognition of the problem but it is inadequate under the conditions. The recreation schedule, as a whole, is a good one and a greater variety of sports is played than in most institutions. This results in a higher percentage of the men participating than is noted in many prisons. A variety of games was being played on fields which overlapped, but every one seemed to

accept the condition and make the best of the situation. The recreation program appeared to be making an unusual contribution to the prison morale.

The women prisoners of the state are housed in a fenced-in section outside of the walls under one of the guard towers. Although the quarters here are not unsatisfactory it is a recognized principle of good prison practice that the institution for women should be entirely separate from that for men. As long as it is in effect a part of the men's prison the staff and program of the women's section is likely to receive scant attention as compared with the institution for women of those states where they are quite separate.

The facilities of the present hospital have been outgrown. The floors particularly are in need of renovation; either new floors should be laid or the present floors covered with battleship linoleum in order to maintain satisfactory sanitary conditions.<sup>1</sup> X-ray equipment is urgently needed, as are additional hospital facilities to provide a more adequate program for surgical work. Provision should be made for more dental supervision.

There are ample yard facilities for the daily accommodation of tuberculous inmates who are not confined permanently to the hospital ward. It would seem desirable that provision be made for these patients to have the use of the yard, especially as the hospital is located under the supervision of a tower guard.<sup>2</sup>

The educational work is limited to one and one-half hours three evenings a week and affects only 20 per cent of the inmates, in spite of the large number of idle men in the prison. The warden's secretary has supplemented what is otherwise an undistinguished program by adding some courses above the standard grades, including a course in economics and one in industrial history in which discussion is encouraged. The library, following the fire of two years ago, was built up by gifts and is now an unusually good one. Its new quarters are also exceptionally good. The collection should now be kept up by regular appropriations. Both the library and the school should take advantage of the cooperation that can be

<sup>1</sup> Hardwood floors have been installed since the institution was visited.

<sup>2</sup> See footnote in Report.



given by the State University, Department of Education, State Library, etc. The educational program should be greatly expanded.

The farm is comparatively limited in acreage but it is efficiently handled and appears to be making a substantial contribution to the prison dietary. An excellent dairy and piggery and an extensive vegetable garden are the principal developments on the farm.

Considering the extent of overcrowding and idleness, the morale appeared to be better than might be expected. The bull-pen is used for many disciplinary cases. It affords complete isolation from the rest of the population though the men in this section mingle freely throughout the day. A punishment section is doubtless necessary in a prison but care must be taken to prevent the abuse of such a section. It is easy to get rid of trouble-makers by committing them more or less permanently to the bull-pen. While this eases the situation from the standpoint of the prison as a whole, it may not solve and may even aggravate the condition of the men held here. It is probable that a careful examination of the men confined here would show that many of them are proper subjects for psychiatric rather than disciplinary treatment.

The state parole system indicates that it has received considerable study from those responsible for its operation. As in most states the number of parole agents is too small. The parole officers use an interesting method: when they visit the chief centers in the state they advise the parolees of their coming and where they can be seen. By having the men come to them instead of going to the men they are able to keep in personal touch with a larger number. By correspondence with their employers they check when it seems desirable, on the accuracy of the parolees' reports. After each meeting of the parole board men are advised by written notices as to what disposition has been made of their cases and, if they have not received favorable action, when they will come up again for consideration. While all this adds to the detail of the parole office it apparently adds to the effectiveness of the parole system of the state.

The obvious and urgent needs of the institution are additional housing facilities, adequate industries and a fuller development of the educational work.

## WEST VIRGINIA PENITENTIARY MOUNDSVILLE, W. VA.

Visited March 20, 1928.

The site for the West Virginia state prison was purchased at Moundsville in 1866. Two years later the administration building and one cell house were built.

### I. GROUND AND PLANT

The administration building, the two cell houses and the 25-foot wall are constructed of hand-cut sandstone. The ground in front of the prison is attractively planted. The space within the walls is rather closely built with brick structures of various types. A small space behind the administration building is used for recreation.

1. **Housing**—The two cell houses, one on either side of the administration building, contain 840 cells built on four tiers. The cells are all seven feet high and five feet wide; 368 of these are seven feet long and the balance are eight feet. The cells are equipped with beds with straw-filled ticks, and blankets. The plumbing is of a rather crude design, but a good standard of sanitation is maintained. Lighting and ventilation are good. The men are permitted to add equipment in their cells if they desire. There are no dormitories.

2. **Farm**—The prison maintains a 3½-acre garden and a 412-acre farm, a mile from the prison. This farm is intensively cultivated.

### II. ADMINISTRATION

1. **Control**—The institution is under the general control of the State Board of Control which has charge of the public institutions of the state. The three members of this board are appointed by the Governor with the approval of the Senate for a term of six years. One member is appointed every two years. Members are paid \$6000



a year. James S. Lakin of Terra Alta is chairman. The other members are F. W. McCullough of Huntington, treasurer, and C. A. Jackson of Lewisburg. The Governor appoints the warden.

**2. Warden**—L. M. Robinson was appointed in July 1927, for a term of four years. He had served two terms in the state legislature.

**3. Deputy**—W. H. Yates was appointed in July 1927, after serving as guard in the institution for six years.

**4. Guards**—There are 68 guards appointed by the warden. They work 11 hours a day, with one Sunday off a month and two weeks' vacation a year. Quarters are provided for single guards.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5000	quarters and maintenance
Deputy .....	3000	
Chief clerk .....	2640	
Guards .....	1500	
Doctors (part time) .....	2480	
Chaplains .....	600 to 900	
Farm supt. ....	1320	and residence

The total number of employees on the payroll is 80.

There is no pension provision.

### III. PRISONERS

**1. Population**—On March 20, 1928, the day the prison was visited, there were 1892 prisoners. The following analysis is given of the 787 prisoners received during the year ending June 30, 1927:

#### Ages when received:

15 to 19 years .....	129	40 to 49 years .....	96
20 to 29 " .....	344	50 and over .....	47
30 to 39 " .....	171		

#### Nativity:

Native born .....	744	Foreign born .....	43
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The foreign born were from 11 countries.

**Race:** (Data not supplied.)

**Education:** (Data not supplied.)

**Sentences:** On March 20, 1928, the date the prison was visited, 265 of the prisoners were under life sentence. (Statistical data on sentences not supplied.)

The law provides for execution by hanging. Since the law was passed in 1899, 48 prisoners have been executed.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—By the same legal process as for a free citizen inmates adjudged insane may be transferred to the state hospital.

**4. Women**—The 61 women prisoners are quartered in a separate enclosure in one part of the yard. There is a small cell house, a separate commissary department, workrooms and a very small amount of yard space. The women work on certain parts of the shirt contract, the material for which is sent over from the men's prison. The head matron has two assistants.

#### IV. DISCIPLINE

**1. Rules and Regulations**—There is no general silence system but talking is not permitted at meal time. One letter a week is the general rule. Books may be purchased directly, and newspapers subscribed for or bought of prisoners who sell them in the prison. Two visits are permitted a month. Purchases are permitted regularly through an outside store. No limit is set on the amount of the purchase.

**2. Punishments**—Loss of yard and entertainment privileges is largely used as a form of punishment. For the more serious offenses men are confined in screen cells and may be cuffed to the bars of the door for the working hours of the day.

#### V. HEALTH

**1. Hospital**—The hospital occupies the second floor of one of the yard buildings. It has a capacity of 26 beds distributed into one ward of 18 beds and four rooms of two beds each. Similar quarters are provided for tuberculous inmates. An operating room is equipped for major surgery. There is no X-ray equipment and urinalyses only are done in the laboratory. Meals are supplied from the general kitchen.

Women prisoners are treated in their own quarters and when major surgery is indicated they are taken to an outside local hospital.



**2. Medical Staff**—Two part-time physicians have charge of the hospital work. A dentist is engaged on full-time service. Twenty-three inmates assist in the hospital service.

**3. Medical Examination and Care**—On admission new inmates are given a physical examination with Wassermann tests and smallpox vaccination. The dentist examines the teeth and vision is also tested. A local optometrist provides needed corrective glasses.

Tuberculous inmates are housed in a well-lighted ward on the second floor. A special diet kitchen prepares and serves all their food. They are given a supplementary diet of eggs and milk. All venereal cases are placed under treatment.

**4. Psychological Work**—No mental examinations are given.

**5. Commissary**—It is necessary to have two seatings at each of the meals, though the room formerly used as a kitchen has been turned into a mess hall and the kitchen work has to be done in very inadequate space in small rooms at the end of the building. The mess hall is fairly well lighted and ventilated. The men are seated at tables facing one way and talking is not permitted during meal time. Aluminum dishes are used. The kitchen space is very crowded, but the equipment is fairly satisfactory. Considering the condition under which the work is done a good standard of sanitation is maintained.

The diet is varied and at least two vegetables are served daily. Fruit is provided about three times weekly. The prison garden and dairy supply their products. Food is not rationed.

**6. Baths**—The showers are located in a room next to the laundry in a semi-basement. The space is entirely too small and the ventilation very inadequate. A new bath house is obviously needed. But one bath a week is given to the general population.

**7. Recreation**—One hour is given in the yard daily; on Saturday afternoons and Sundays, except during chapel time, the men have the freedom of the yard when the weather permits. Handball and basketball are the principal sports. The space available is not large enough for baseball. The recreation is in general charge of an athletic committee of inmates.

**8. Entertainment**—Moving pictures are shown on one Saturday afternoon to white inmates and to colored inmates on the next, as the hall is not large enough for more than half of the population.

Movies are also given on holidays. The inmates stage minstrel shows once or twice a year.

## VI. INDUSTRIES

**1. Workshops**—The industries are housed in three-story brick buildings on one side of the yard. The upper floors are reached by wooden stairways built on the outside of the building. Some of the buildings date back to 1870. Most of the shops are seriously overcrowded, which increases the difficulty of ventilation. Some provision in the more seriously overcrowded shops is made for forced ventilation. The working conditions provided would be fairly good but for the overcrowding.

**2. Character**—The industries are on the contract basis, with the Kleeson Company, making trousers, with J. C. Bardall, making brooms and whips, and with the Gordon Shirt Company, making shirts. Two of the firms are local organizations. The Gordon Shirt Company is said to be a subsidiary of the Reliance Shirt Company of Chicago.

**3. Employment**—On March 20, 1928, the date the prison was visited, the industrial distribution of the 1892 inmates was as follows:

Tailor shop .....	502	State tailor shop .....	21
Shirt shop .....	494	Print shop .....	8
Women on shirt contract .....	34	Maintenance .....	245
Broom shop .....	114	Under punishment .....	23
Whip shop .....	97	Condemned .....	1
State institutions .....	30	Sick .....	121
Coal mine .....	12	Aged .....	23
Farm .....	42	Unassigned .....	125

**4. Vocational Training**—There is no system of vocational training, and the industries employing the largest number of men have little, if any, vocational value.

**5. Compensation**—There is no state system of compensation to prisoners except those working on the road camps, who receive 25 cents a day. The men in the contract shops receive a bonus for over-tasks, which averages between \$4.00 and \$5.00 a month.



## VII. EDUCATION

1. **Library**—There is a poor library of 2600 volumes, in charge of the chaplain. The circulation is 40 to 50 a week. There is no regular appropriation and the books are in very bad condition. No current magazines are received. By paying 75 cents a month, inmates may become members of a book club owning 200 volumes of fiction.

2. **School**—There is a school enrolling 115 on a semi-voluntary basis. It teaches the three R's and meets from 5.15 to 6.00 P. M. five days a week from November to March. Colored and white inmates attend on alternate days. It is in charge of the chaplain. There are 15 to 20 inmate teachers, who receive no pay for teaching.

## VIII. RELIGION

1. **Chapel**—The chapel is located over the mess hall, is well lighted and ventilated and quite satisfactory as a general assembly room except that the seating space is not adequate for more than half of the prison population.

2. **Chaplains**—Two part-time chaplains are employed.

3. **Services**—The Protestant chaplain has charge of the services on three Sundays of the month, and the Catholic chaplain on the fourth. Attendance is compulsory.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

A parole board consisting of three members makes parole recommendations to the Governor, who must sign every parole. The warden is president of the board, and Mrs. D. Clark of Huntington and George K. Nutting of Hinton are the other members. The board meets on the second Tuesday of every other month. During the year ending June 30, 1927, 154 inmates were paroled and eight returned for violation of parole. The men make parole reports monthly by mail, their form being countersigned by their employer.

## XI. Cost

Gross cost for the fiscal year ending	
6/30/27	\$347,512.22
Earnings	372,081.31
Operating surplus	24,569.09
Gross per capita cost	17.35
Net per capita surplus	13.07

## COMMENT

The following paragraphs are quoted from the 1926 Handbook and appear to be as true of the present administration and of the prison when visited in 1928 as they were in 1925:

"The present administration gives evidence in many ways of a grasp of the prison problem and of a desire to make the prison a useful institution. However, the administration is severely, if not hopelessly, handicapped by a plant that is out of date and outgrown, by its system of industries and by the prison standards apparently accepted by the state.

"The plant, dating back to 1868, meets scarcely a single standard of a modern prison. The cell capacity is only about half of that needed by the present population. There is no space inside the present walls for new cell houses. The plumbing in the cells was primitive in design and inferior in quality when it was put in. It should be replaced by plumbing of modern design and good quality.

"The commissary is very crowded and the kitchen space quite inadequate. The bathroom and laundry should be separated and housed in buildings that can be ventilated and properly kept. The general hospital falls far below the better prison hospitals in arrangement, upkeep and equipment. The chapel and schoolrooms need renovation and redecorating. The workshops are very crowded. The yard space available for recreation is utterly inadequate for the present population. In short, the whole plant is not only old but much of the construction was crude in the first place, with the result that upkeep is difficult and expensive. Fans in the mess hall and shops improve the ventilation. A few placed in the window frames would



materially improve the conditions. Considering the type of construction and the overcrowding a good standard of sanitation is maintained in most of the prison."

The state has allowed the population to increase and yet has taken no steps to increase the capacity of the institution. It is difficult to believe that if the actual conditions here were presented fully to the Governor and the legislature the neglect would be continued.

Industrially also the situation requires immediate attention because of the crowded conditions in many of the workshops and the need for more effective lighting and forced ventilation, but principally because of the recent federal legislation in regard to interstate commerce in prison-made goods which may effect every one of the industries here, and make necessary an entirely new industrial program. The development of industries on the state-account or the state-use basis calls for immediate attention from those in authority in the prison and in the state.

The recreation space available is entirely too small for the present population and the proposal to enclose additional yard space for this purpose should be carried out. It is probable that a high wire fence would be quite satisfactory for this purpose and would be much less expensive to construct than a wall.

The hospital facilities are inadequate for the population. As a consequence only the more serious medical cases and urgent surgical cases are hospitalized. Little corrective surgery can be done because of the lack of accommodations. The general sanitation of the hospital could also be improved by better janitor service.

With a population of nearly 2,000 a more extended medical service should be provided. The practice of having only inmate supervision of the hospital and patients in the absence of the physician suggests the possibility of an unsatisfactory service. X-ray equipment should also be provided. It would be especially useful in connection with the work of the full-time dentist.

Some provision should be made for taking care of the women prisoners outside of the institution for men. The state's responsibility to its women prisoners is not likely to be met in a way that is comparable with the best practice in other states until they are removed from the institution for men. West Virginia could study

to advantage the reformatories for women in such states as New York, New Jersey, Connecticut, Pennsylvania, and Ohio.

The library is very poor and the circulation is so limited as to be negligible. The book club which prisoners can join for 75 cents a month should be only supplementary to a good library supported by state funds and should not practically take its place as it does at present.

The educational work is limited in aim and scope. The cooperation of state educational authorities should be enlisted to make a thorough survey and formulate a constructive program.

It seems as though this state has been operating its prison on a too purely financial basis. If a penal institution can pay its own way and at the same time keep its plant and program up to a proper standard it is doing a good job, but when the earnings are not sufficient to cover the real needs of the institution the state should make adequate provision therefor. Social utility rather than financial expediency should dictate institutional policy and there are many reasons for believing that West Virginia has reversed this principle.



## WISCONSIN STATE REFORMATORY

GREEN BAY, WIS.

Visited June 22, 1928.

The reformatory was established at Green Bay in 1898.

### I. GROUND AND PLANT

The main buildings are situated at some distance from the road in attractively planned grounds. The administration building, with cell houses on either side, is built of stone. Brick is used for most of the buildings inside the 29-acre enclosure.

**1. Housing**—There are two cell houses in each of which 296 cells are arranged on four tiers. The cells measure 9.10" x 6.6" and 7.6" high and 9.10" x 6 and 7.6" high. They are equipped with a good grade of plumbing and the entire front of the cells is open which gives a maximum of light and ventilation. The beds are equipped with springs, shuck or straw mattress, blankets, sheets, and pillowcase.

**2. Farms**—Back of the institution is a 312-acre farm. There is a farm of 306 acres at Oneida. These farms are owned by the state; others are leased, the largest of which covers 1124 acres. The farms near the prison are largely used for institutional purposes and those at a distance run as industries. In addition to a dairy, and potatoes and garden stuffs raised for institutional use, there is a large cannery. Enough sugar beets are raised to produce 25,000 pounds of sugar.

### II. ADMINISTRATION

**1. Control**—(See section on Control in State Penitentiary at Waupun.)

**2. Supt.**—E. H. Eklund was appointed March 1, 1924. He had previously been a parole officer and has had about ten years of experience in this institution.

**3. Asst. Supt.**—F. C. Bernhagen was appointed in July, 1924. He had had 12 years' institutional work at Waupun and in this institution.

**4. Guards**—There are 40 guards appointed by the warden from Civil Service lists. They work 12 hours a day, have one day off a week and three weeks' vacation a year.

**5. Salaries and Pensions**—The salaries paid are as follows:

Superintendent .....	\$3260	quarters and maintenance
Asst. supt. ....	2500	" " "
Chief clerk .....	2100	
Guards .....	1200	to 1380 and one meal
Doctor (part time) .....	1700	
Supt. of industry .....	2120	quarters and maintenance
" " " " .....	1800	and quarters
Farm supt. ....	1500	and farm products
Steward .....	2100	
Educational director .....	1500	
Parole officer .....	2100	

There is no pension system.

### III. PRISONERS

**1. Population**—On June 22, 1928, when the prison was visited, there were 536 prisoners. The following analysis is given of the 832 prisoners received during the last biennium ending June 30, 1928.

#### Ages when received:

Under 20 years .....	343	25 to 29 years .....	132
20 to 24 " .....	347	30 to 39 " .....	10

#### Nativity:

Native born .....	783	Foreign born .....	49
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The foreign born were from 15 countries.

#### Race:

White .....	786	Indians .....	22
Negro .....	21	Other races .....	13

#### Education:

Illiterate .....	6	High school .....	172
Grammar school .....	640	College .....	9



**Sentences:**

No. on Indeterminate Sentence .....	633
“ “ Determinate “ “ .....	199

Under 5 years ..... 176

Bet. 5 and 10 years ..... 16

“ 11 and 20 “ ..... 4

The minimum sentence is six months, the maximum 35 years, the average one to three years.

**2. Classification**—A system of grading is carefully carried out, but there is no scientific system of classification.

**3. Insane**—On recommendation of the prison physician, the State Board of Control orders the transfer of insane inmates to the state hospital for the insane.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rules of the institution provide for a silence system which obtains except at the evening meals, and in the auto repair shop.\* This rule does not apply to farms. Men are permitted to write two letters a month, to receive magazines, books and newspapers directly from the publishers. They may smoke only in the cells. Visits of one hour's length are permitted monthly. The inmates are allowed to spend \$1.00 a month for toilet articles purchased outside of the prison and \$1.50 a week in the prison store for tobacco, candy, etc.

**2. Punishments**—The loss of privileges and of tobacco for a month is a common form of punishment. Reduction of grade is also used and carries with it a loss of credit which is equivalent to loss of “good time.” For more serious offenses, men are confined in one of the 12 regular cells in the new cell house set apart for this purpose, or in one of the cells in the punishment section. The usual length of time in either of these groups of cells is from a week to ten days with a diet of bread and milk. In the regular punishment section two blankets are supplied for the board beds. In case of men making a disturbance they may be confined nine hours a day in the semicircular cage formed by the doors.

\* Since the institution was visited the rule has been changed, allowing the men to talk at both morning and evening meals.

## V. HEALTH

1. **Hospital**—The hospital occupies a separate building and has a capacity of 28 beds. There are two wards of 12 beds each and two rooms of two beds each. There are no facilities for major surgery, no X-ray or laboratory equipment. Meals are sent in from the general kitchen.

2. **Medical Staff**—A physician visits the hospital daily and a dentist two days weekly. In the physician's absence, an inmate, under the general supervision of an officer, looks after the hospital work and patients.

3. **Medical Examination and Care**—On admission a physical examination is given each inmate, a Wassermann test is made, he is vaccinated for smallpox, and tested for diphtheria and scarlet fever. He is placed in quarantine for from ten days to two weeks. Dental and eye service is rendered only on complaint.

Tuberculous inmates are transferred to the State Tuberculosis Sanitarium at Wales. Venereal cases are placed under treatment.

4. **Psychological Work**—The Psychiatric Field Service of the State Board of Control gives a psychiatric, a psychometric, and a physical examination to all new inmates, which are repeated when the prisoner is up for parole or discharge.

5. **Commissary**—The mess hall is well lighted and ventilated and as a whole more pleasant than the usual institutional mess hall. The men are seated in chairs on both sides of the table. Both the tables and chairs are painted. Talking is permitted in the mess hall only at the evening meal.\* The kitchen is built at one side of the mess hall. Steam cookery is used almost entirely except for the officers' meals. A very high standard of sanitation is maintained.

The diet is varied and well supplied with vegetables. Fruit is served semi-weekly and milk is allowed for drinking as the supply permits, in the summer time almost daily. Food is not rationed. The prison farm supplies practically all vegetables used.

6. **Baths**—A bath house located in a semi-basement contains a good number of showers and a plunge or small swimming pool

\* Since the institution was visited the rule has been changed, allowing the men to talk at both morning and evening meals.



which is no longer used. One bath a week is given to the general population; commissary workers and those in the auto repair shop have two a week.

**7. Recreation**—A fair amount of space and a good ball diamond is available for recreation. The men have Saturday afternoon from June to Labor Day and two to three hours on summer holidays and two hours on Sunday. Baseball is the principal sport, but during the winter basketball is played once a week in the chapel. Games are played with outside teams.

**8. Entertainment**—Movies are shown Saturday afternoons in the winter and on winter holidays. There are no other forms of entertainment.

## VI. INDUSTRIES

**1. Workshops**—The workshops are housed in buildings on one side of the yard and as a whole are well lighted and ventilated and afford satisfactory working conditions.

**2. Character**—The industries are on the state-account basis.

**3. Employment**—The industrial distribution of the 532 prisoners on June 20, 1928, was as follows:

Tailor shop .....	59
Granite shop No. 1 .....	21
“ “ “ 2 .....	66
Automobile repair shop .....	44
Larson farm .....	69
Other farms .....	47
Laundry .....	23
Commissary workers, etc. ....	33
Maintenance details and shops...	137
Receiving cells .....	22
Sick and idle .....	11

**4. Vocational Training**—The farms, some of the maintenance details and the automobile shop offer considerable opportunity for vocational training, though there is no organized system for accomplishing this purpose.

**5. Compensation**—Inmates are not paid in any way, but by their conduct they can earn parole before the expiration of their time. A very small percentage of boys do full time. A Mother's

Pension Law in this state makes an allowance for dependents at home.

## VII. EDUCATION

**1. Library**—There is a fair library of 2000 volumes in charge of a guard-librarian. The circulation is 400 a week. New books are purchased from the recreation fund. Fifteen current magazines are subscribed for. Inmates have all the advantages that the State Library Commission offers any citizen in planned reading courses and loans of books.

**2. School**—There has been little school work in the past year because of an epidemic of scarlet fever. When in operation the school enrolls 160 to 180 men in classes covering the eight grades and a few high school courses. The standard Wisconsin course is followed as far as possible. Sessions are from 8.00 to 11.45 A. M. and 1.00 to 4.30 P. M. five days a week through nine months of the year. Each individual attends a half day. School is compulsory for all lacking eighth grade education and is related to parole. There is a staff of five guard-teachers, one of whom is superintendent of schools. There is an unusually good set of 12 standard classrooms, seating 30 each.

About 50 men are enrolled in University of Wisconsin extension courses, some of which have been purchased by the Reformatory for men without money. (See report on Wisconsin Prison).

## VIII. RELIGION

**1. Chapel**—The chapel is located over the schoolrooms. It is well lighted and ventilated and is used for recreational purposes and entertainments, as well as for religious purposes.

**2. Chaplain and Services**—Services are handled by the Minister's Association of Green Bay.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.



## X. PAROLE

The Board of Control also acts as a state parole board and meets at the prison every 60 days. Men may be considered for parole on recommendation of the superintendent after nine months in the institution, if their record is good. Inmates must spend five and one half months to get into the first grade and a 90-day period in first grade before they are eligible for parole.

During the biennium ending June 30, 1928, 444 men were paroled and scattered over the state; 42 were declared violators and 34 returned for violation. Men are paroled to individuals, frequently employers. Reports are made by letter. Three parole officers keep in touch with the men on parole.

## XI. Cost

Gross cost for the year ending 6/30/28	\$201,439.00
Net earnings on farms and in industries	59,225.00
Net cost	142,214.00
Gross per capita cost	1.02
Net per capita cost	.72

## COMMENT

This institution shows the same efficiency of management that characterizes the Wisconsin State Prison. There is also the same general excellence of most parts of the plant. The disciplinary methods, however, are unusually repressive. A more strictly regimented routine is found here than in any other American institution of this type, with the possible exception of the Washington Reformatory, and the routine is more rigid than that found in most state prisons. The silence rule is adhered to as strictly as in any prison in the country. Talking is permitted for ten minutes at the morning and evening meals and on a few working details. The waiters, bakers, and kitchen men are not allowed to talk to each other while at work and waiters spend the time off duty sitting in silence in the mess hall. The rule requiring men to face the wall with their arms folded

when visitors pass was enforced at the time the institution was visited, but the superintendent states it has been given up since. Some of the methods of punishment are questionable, especially that of putting men, even if only violent cases, in a restricting cage in the punishment cells. This method is found in only a few of the old-time prisons. Most institutions consider it equally unnecessary and undesirable. Such methods do not produce good morale among prisoners and are not conducive to real discipline. They are especially inconsistent with the standard generally agreed on for reformatories. The silence rule should be given up in its entirety. It is a relic of the past whose inefficacy has long since been established. The whole system of discipline should be brought into line with progressive reformatory practice.

In general the plant is excellent in design and is well kept up. An interesting feature is that one-half of the 29-acre enclosure within the walls is taken up by a truck garden. The cells are large and the institution is not yet crowded enough to require doubling-up in cells. The mess hall is unusually attractive and the practice of letting men sit on all four sides of the table has possibilities of social training, lost here because of the silence rule. The kitchen and bake shop are well equipped; they are crowded, however, and there is not enough free floor space. The auditorium, which contains a pipe organ, has an unusually good atmosphere in spite of the fact that it is used for basketball, as well as for religious gatherings. Few reformatories have better schoolrooms than those of Green Bay.

The industries are of little value from the standpoint of vocational training. The auto-painting shop provides good training but employs only a few men. The working conditions in the shops are good except in the auto shop, which needs better ventilation. There is a decided need for a more diversified industrial program. The authorities might well study the Iowa and Kansas reformatories.

The farm program is large in scope and excellent in quality. In addition to the farms which the reformatory owns, a high grade farm is operated on shares as an industry. The farm buildings are good and from every standpoint the farm work is beneficial. About half of the population are on honor farms. This is perhaps the best type of work for these men and it gives excellent training. The



truck garden inside the walls is all but unique, only the Minnesota reformatory having a similar provision for employing men inside the walls.

At the time the institution was visited educational work had been suspended for some time because of an epidemic. When it is in operation it is limited in aim and accomplishment. The pay of the educational staff is low. The university extension work which has been carried on so successfully at the state prison should be expanded here and a program of correlated academic and vocational instruction should be instituted. The reformatory could learn much from the Pennsylvania reformatory in this respect. The library is of only average quality but the State Library Commission offers the same service here as at Waupun. The excellence of the schoolrooms has already been commented on. The program of musical education is unusually good. All educational work is given a desirable stimulus by the fact that the parole board takes account of individual progress. The discipline of the institution, however, must inevitably react against the success of any educational program.

The recreation is entirely too limited for prisoners of the age of those confined here. There is none on Sunday except one hour's exercise on the "flats." There seems to be no valid reason why the prisoners should not be given outdoor exercise every day in good weather. Its benefits from the standpoint of health and morale are now well recognized. The basketball games during the winter are a noteworthy relief from the monotony of the ordinary routine.

The hospital facilities are at a minimum. The equipment is confined to a few beds and to facilities for rendering first-aid only. The operating room has no equipment and is in need of repair. It has become necessary to send all surgical work, X-ray examinations, and laboratory work to outside hospitals.

Apparently the work of the medical department has been permitted to decline to a low point and some of the responsibility which should be centered there is now placed upon the Psychiatric Field Service of the State Board of Control. This is unfortunate as the reformatory medical staff in its daily contact with its inmates is in a more favorable position to render satisfactory service than is a

group of physicians, no matter how capable, who see the inmates at infrequent intervals.

The hospital should be renovated and refitted with new beds, surgical equipment, and laboratory facilities. A more extended medical service should be provided to include needed corrective surgery. A diet kitchen should also be installed to care for the needs of the patients.

In the prison field, efficiency and Wisconsin have become almost synonymous terms. The state should expand its concept of the term and should aim at social efficiency, which entails making its penal institutions real agencies for the rehabilitation of offenders. More of the reformatory idea is needed at Green Bay. The institution is in many ways at least a half century behind the better reformatories of the country. It is regrettable that this should be so in view of its unquestioned excellence in some respects. In spite of the facts noted above, the parole records show a high percentage of apparent success. In this success there are at least three obvious factors: Only first offenders are held in the institution, for if after admission a man is found to be a second offender he is transferred to the prison. Second, men are encouraged to take employment on farms where the problem of readjustment is probably simpler than if they were returned to the cities. Third, the employment of three parole officers who travel over the state is also an important factor in this success.



## WISCONSIN STATE PRISON WAUPUN, WISCONSIN

Visited July 26, 1928.

The Wisconsin State Prison was established in 1851 at Waupun about 50 miles northwest of Milwaukee.

### I. GROUND AND PLANT

The buildings are constructed of yellow sandstone taken from the prison quarry. The yard in front is walled in but the wall is attractively broken by high ironwork arches. The administration building and cell blocks on either side are set back some distance from the street. The buildings have been erected at different times but a rather good architectural group has none the less been achieved.

The wall encloses 23 acres.

**1. Housing**—There are four cell houses. The old cell blocks have been torn out and new cells erected in three of the cell houses. In these there are 640 cells, 10 x 5 and 7 feet high, of modern construction and equipped with a first grade quality of plumbing. The other house has 280 cells, 6.10" x 4 and 7 feet high. It has no plumbing and is quite out of date in every way. At the time the institution was visited the new cells were being built in the third old cell house and the men were temporarily quartered in the flats in front of the cells. Ordinarily no use is made of the dormitories. The cells are equipped with spring bed, straw mattress, blankets, and sheets. Most of the cells have a locker, shelf, table and chair. Whitewash is used only in the old cell house; in the remodeled ones paint is used. A very high standard of sanitation is maintained throughout the cell houses.

**2. Farm**—Several farms are owned and an additional farm is leased by the state. On one farm a new concrete dormitory has been built by inmate labor. It supplies satisfactory living quarters and

excellent bathing facilities. On one of the other farms the men are quartered in a wooden bunk house and no bathing facilities are provided. The farms are highly developed. In connection with them a cannery, creamery and cheese factory are run. Much of the produce is used at the prison and the surplus may be sold on the market. The farms make an unusually large and varied contribution to the prison dietary.

## II. ADMINISTRATION

**1. Control**—The charitable and correctional institutions of the state are under the management of the State Board of Control. The members of the board are appointed by the Governor for a term of six years, one being appointed every second year. They are paid \$6000 a year. The members of the board are John J. Hannon, Madison; Harriet Grimm, Darlington; and George Harris, Waukesha.

**2. Warden**—Oscar Lee was appointed warden in 1924. He is a normal school graduate and was for 12 years a teacher. He had had previous experience as a parole officer and as superintendent both of the state industrial school and of the state reformatory. The warden is appointed for a term of one year.

**3. Deputy**—Guy Taft was appointed deputy in 1918. He has been an employee of the state prison for 24 years.

**4. Guards**—There are 65 guards appointed by the warden. While they are appointed from Civil Service lists, they can be discharged by the warden. The guards work 12 hours a day with one day off a week, half of every third holiday and three weeks' vacation a year. Quarters are furnished free to single guards.

**5. Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$5000	quarters and maintenance
Deputy .....	3200	" " "
Chief clerk .....	2700	
Night captain .....	1560	
Guards .....	1068	to 1440
Doctor (part time) .....	1200	
Dentist .....	Fee basis	
Parole officer .....	2100	
Supt. of city schools (part time during school year) .....	1.00	to 2.00 an hour
Chaplain .....	1625	



Chaplain (part time) .....	5.00 per service
Director of music (part time)...	900
Supts. of industries .....	1800 to 3000
Supt. of construction .....	1700
Shop foremen .....	1185 to 1800
Engineers .....	1620 to 2700
Storekeeper and printer .....	1800
Chef .....	1800
Office workers .....	780 to 2780
Farm supts. ....	1320 to 2100

The total number of employees on the payroll is 103.

There is no pension provision.

### III. PRISONERS

**1. Population**—On July 26, 1928, the day the prison was visited, there were 999 prisoners. The following analysis is given of the 820 prisoners received during the biennium ending June 30, 1928:

#### Ages when received:

Under 20 years .....	25	41 to 50 years .....	121
20 to 30 " .....	331	50 and over .....	68
31 to 40 " .....	275		

#### Nativity:

Native born .....	681	Foreign born .....	139
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The foreign born were from the following countries:

Austria .....	22
Canada .....	11
Germany .....	24
Poland .....	26
Balance from 12 countries .....	56

#### Race:

White.....	774	Negro.....	31	Other races.....	15
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#### Education:

Illiterate .....	35	High school .....	139
Grammar school .....	613	College or Normal .....	30

**Sentences:**

No. on Indeterminate Sentence .....	664
“ “ Determinate “ .....	156
Under 5 years .....	97
Bet. 5 and 10 years .....	24
“ 11 and 20 “ .....	13
“ 21 and 30 “ .....	7
Life .....	15

Capital punishment was abolished in Wisconsin in 1853, the third state in the Union to abolish it.

**2. Classification**—There is no scientific system of classification.

**3. Insane**—Men adjudged insane are transferred to the state hospital for the insane which is located about a mile from the prison.

**4. Women**—The 27 women prisoners of the state are held in quarters just outside the institution for men. Laundry work and sewing are the only industries. The head matron has entire charge of this section of the prison, subject only to the orders of the warden. While the quarters are fairly satisfactory, the women should be cared for in connection with some state institution for women.

#### IV. DISCIPLINE

**1. Rules and Regulations**—The rule book states specifically the rules for both officers and inmates. With the exception of the recreation periods the silence system is still in force. The rule forbidding inmates to look at visitors and requiring them to face the wall with folded arms when visitors pass has been done away with. First grade prisoners may write one letter in two weeks, second grade one a month and third grade none. First grade prisoners may receive one visit a month but not on Saturday P. M., Sundays or holidays. Magazines, books and newspapers may be received direct from publishers. Coupon books to the amount of \$1.50 a month can be purchased and used at a commissary for candy bars, tobacco, etc.

**2. Punishments**—Loss of “good time” and reduction in grade which involves loss of privileges, is commonly used as a form of punishment. For more serious offenses men may be confined in one of the ten punishment cells on a bread and water diet. In these cells



regular uniforms are used; a board is provided for a bed. In some cases the prisoner is cuffed to a sliding bar attached to the side of the cell. The punishment cells are not dark and are fairly well ventilated. The discipline is handled almost entirely by the deputy warden.

## V. HEALTH

1. **Hospital**—The hospital occupies the second floor of the hospital building. It has two wards of 12 and five beds. An operating room is equipped for major surgery. There are laboratory facilities for urinalyses and blood counts. There is no X-ray equipment. The diet kitchen prepares food for patients and attendants.

2. **Medical Staff**—The prison was without a resident physician at the time of the survey. The position provides for full-time work and includes the care of the women inmates in their quarters adjoining the men's prison. A civilian guard is in charge of the hospital and six inmates are assigned to hospital work. Dental service is rendered by five local dentists who give a rotating service to the prison.

3. **Medical Examination and Care**—On admission prisoners are given a physical examination with Wassermann tests. A dentist examines the teeth, but eye examinations are made only on complaint. Tuberculous inmates are placed in the hospital and given a supplementary diet of eggs, milk, and cereals. Venereal cases are placed under treatment.

4. **Psychological Work**—The Psychiatric Field Service of the State Board of Control visits the prison at regular intervals to examine new inmates and others referred by prison authorities. A physical as well as a mental examination is made at this time and is independent of the examination made at the time of commitment. The psychiatric findings are used in assigning the inmate to his prison work.

5. **Commissary**—The mess hall is on the second floor. It is well lighted and ventilated. The men are seated at tables facing one way. In the last three years the kitchen, bakery, cannery, ice-chests and storerooms have been remodeled and new equipment added. The commissary department today is quite satisfactory in every way

and an excellent standard of sanitation is maintained throughout the department.

The diet is of good variety and quantity. Three vegetables and a meat are served at each dinner; fruit in some form daily. The prison farm supplies all the vegetables and fruit used. The surplus is canned for winter use. Meat only is rationed. Only fruit and nuts are permitted from the outside.

**6. Baths**—There are 42 showers in the bath house adjoining the laundry. One bath weekly is given to the general population. Those assigned to commissary details and some others have three bath periods a week.

**7. Recreation**—The men are given an hour in the yard daily, Saturday afternoon, and Sunday and holiday mornings. The deputy manages a baseball team which plays outside teams, but there is little recreation for the general prison population.

**8. Entertainment**—From October to June movies are shown weekly, and occasional lectures and musical entertainments are given.

## VI. INDUSTRIES

**1. Workshops**—The twine shop is housed in a modern industrial building. Safety devices to prevent accidents have been placed on the machinery, to a degree found in no other prison workshops. While some of the other workshops are old, none of them is crowded, and with the possible exception of part of the hosiery shop, they appear to afford very satisfactory working conditions. Some of the shops have installed indirect lighting systems.

**2. Character**—The industry employing the most men is run on the contract basis, the other industries on the state-account basis.

**3. Employment**—The industrial distribution on July 26, 1928, of the 999 inmates was as follows:

Hosiery shop	325	Power house	37
Twine shop	128	Farm and gardens	166
Auto tag shop	26	Maintenance details	180
Tailor shop	22	Women	30
Shoe shop	21	Sick and aged	19
Paint shop	5	Pine Lake Camp	40



There are 210 men working in connection with the gardens and farms: all except 35 of them live outside the prison.

**4. Vocational Training**—Much of the farm work, the new construction, several of the maintenance details, and a few smaller shops offer considerable opportunity for vocational training, though there is no organized effort made to achieve this purpose.

**5. Compensation**—Men on maintenance details are paid from five to 20 cents a day, office men 25 cents, men on the farms five to 25 cents; men in the twine plant an average of about 20 cents a day, and in the hosiery shop the men receive as a bonus an average of about 23 cents a day, a few of them earning a considerably larger amount.

## VII. EDUCATION

**1. Library**—There is a library of 6000 volumes in a rather crowded room in the yard; the circulation is about 1600 a week. It is supported from the entertainment fund. Twenty-six current magazines are subscribed for. In addition to the library the prison has the advantages of the most completely developed system of service from the State Free Library Commission found in any American penal institution. Not only are prisoners supplied on request with any book, fiction or otherwise, with one-way postage the only charge, but they are furnished reading lists, compiled by experts, on any subject they select. The University Extension representatives act as liaison officers between the Library Commission and the inmates and assist in making full use of the state library resources.

**2. School**—The organized instruction consists of classes, conducted from October to April, and University of Wisconsin extension courses, which are supplied at the usual low fee. A few are supplied free through the Gillin Scholarship Fund, contributed by interested outsiders. The Director of Field Organizations of the Extension Department spends two days a month at the prison, enrolling and advising prisoners and assisting them with their work. An unusually successful working relation has been developed, and the officials cooperate fully. The work is limited as to numbers, partly because of the expense, but the number of completed courses is high. During the year ending June 30, 1928, the number of course enrol-

ments was 148, an increase of 15 per cent over the previous year. The number of lessons sent in increased 39 per cent. The subjects range from mathematics, English, and languages to engineering, business (accounting, bookkeeping, etc.), and home economics. Women prisoners as well as men are enrolled. The ages of students range from 17 to 51, 57 per cent of them being in their twenties. Of those enrolled 64 per cent have only grade school education.

The regular classes are supervised by the principal of one of the city schools. School meets three mornings a week. The principal selects inmate teachers and gives them a training course in advance of the opening of the school. All prisoners under 45 years of age who have not completed the fifth grade of school are allowed to attend.

### VIII. RELIGION

1. **Chapel**—The chapel, also used as an auditorium, is on the top floor of the administration building. The room is well lighted and ventilated, and adequate in size for the present population.

2. **Chaplains**—There is a full-time and a part-time chaplain

3. **Services**—Services are held every Sunday morning.

4. **Other Agencies**—Christian Science services are held at regular intervals. The Salvation Army also holds occasional services.

### IX. INMATE COMMUNITY ORGANIZATION.

There is no system of inmate community organization to train the men in the duties of citizenship.

### X. PAROLE

The parole authority is vested in the State Board of Control of Wisconsin. First offenders are eligible for parole after serving the minimum sentence; second offenders after serving half of the maximum sentence.

During the biennium ending June 30, 1928, 174 were paroled, 23 declared violators and 20 returned for violation of parole. Men are paroled to appointed individual custodians and sometimes to



organizations. Reports are made by letter certified by employer or guardian.

### XI. Cost

Gross cost for year ending 6/30/28 . . . .	\$358,743.58
Earnings . . . . .	201,782.04
Net cost . . . . .	156,961.54
Gross per capita cost . . . . .	370.19

Cost of operation of commercial industries is not included in the above. Profits on commercial industries for the above period were \$39,863.19.

### COMMENT

The outstanding characteristic of this prison is efficiency. This is evidenced not only by the improvements that have been made in the plant but even more by the excellence of its industrial organization. It is one of the prisons in the country that are usually self-supporting, even after a fairly generous wage has been paid the prisoners.

A program of reconstruction in recent years has given the state a modern plant developed from an old one. The ripping out of cell blocks and the enlargement of window space in old cell houses, without tearing down the wall, has resulted in great saving and has produced satisfactory living quarters. The old cell house which still remains should be replaced by a modern structure; it is planned to do this. The dye house, tag shop and the lower floors of the hosiery plant are inferior to the remainder of the industrial buildings. The twine shop is an excellent building. A system of indirect lighting in one shop is worthy of special commendation as is the sprinkler system which reduces fire hazard. More attention is paid to safety devices in the shops than in any other prison in the country.

The greatest improvement is seen in the commissary department and especially in the storage facilities. The kitchen is unusually good and the mess hall, except for the mess tables, compares favorably with those of the best prisons.

The practice of doubling in cells is wisely avoided here. Men

were quartered in the "flats" or corridors in two of the cell houses at the time the prison was visited, but a new cell block was to be ready for occupancy in October, 1928. The plant in general, although many parts of it are not of modern construction, is adequate and its upkeep is excellent.

The industrial management, as mentioned above, is of a high order. The men are employed under decent working conditions. It is unfortunate that the hosiery factory, using the largest number of men, has little vocational value.

Wisconsin receives an unusually high rate of pay for inmate labor from the contractor. The binder twine factory is on the state-account system, the basis on which the most successful industries in the country are operated today. Since the 1926 Handbook the wage system has been extended to the commissary and office men and to the farm details. This is a proper extension and should be carried further, until all maintenance men as well as men in industries are paid.

The farms are large and productive and are as a whole among the very best prison farms in the country. The buildings are poorer in some units than one would expect to find at this prison, but some of the units have excellent housing facilities for the men. There is a good cannery and cheese is manufactured for sale. The farms and cannery have added greatly to the prison dietary.

The pay of the guards is to be increased. This is a desirable step forward. The hours for the guards are still too long and an effort should be made to approach more nearly an eight-hour system.

While the women prisoners are in better quarters here than they are in many other institutions, it is a generally accepted principle that women should not be confined in a prison designed primarily for men. They should be transferred to the state reformatory for women.

If the women prisoners were transferred to the reformatory at Tavcheedah, their present quarters would serve admirably as a prison hospital and receiving quarters where new prisoners could be kept until their physical and mental examinations were completed. It would also provide room for doing the corrective surgery. The yard of the Women's Prison would provide room for the housing of tuberculous inmates in tents or open shacks.



The hospital quarters are inadequate for the population they serve. The bed capacity is limited so that only emergency illness and surgical cases can be accommodated. The bed equipment should be replaced, also, with regulation hospital beds. A room should be provided for dental work, which is now being done in the corridor.

The psychiatric work at this prison is significant and should be tied up closely with the assignment of the inmate to his prison life.

The practice of appointing the warden for one year is not in line with the best or the more usual prison practice throughout the country.

While the educational work is not extensive it ranks second only to that at San Quentin in its effective use of university extension courses. University of Wisconsin representatives visit the prison regularly and bring about close cooperation between the university and the prison. Similar cooperation is found in the library work. The State Free Library Commission offers to prisoners here the high standard of service that it offers to citizens of the state. Any prisoner on request can secure reading course outlines and the necessary books to follow any course of study or general reading. The Library Commission is rendering the prisoners better service in this respect than is found in any other state.

The disciplinary methods which were commented on in the 1926 Handbook appear to be gradually changing for the better. This is still one of the two prisons which enforces anything approaching a silence rule, but it has recently been modified here by the granting of an hour's recreation a day in the yard after working hours, when talking is permitted. The rule requiring inmates to turn their backs when visitors pass has been abolished. In the punishment cells prisoners are shackled to the sloping bar only when this appears necessary to restrain them. A new disciplinary section should be built so that this practice may be discarded. There is in this prison a curious inconsistency between outworn disciplinary devices and a forward-looking progressiveness in most other respects.

The increase in recreation hours has proved its value from the standpoint both of health and morale. Games with outside baseball teams are played in the prison, but there are no games among teams representing various sections of the prison. A system of athletics

## II. ADMINISTRATION

1. **Control**—The State Board of Charities and Reform consisting of the Governor, the secretary of the state, the superintendent of public institutions, the state treasurer and state auditor, has general charge of the institution. The state auditor and three members of the board act as the state purchasing board. The Governor and board appoint the warden for a term of four years.

2. **Warden**—A. S. Roach was appointed warden in 1927 for an indefinite term. He had formerly been sheriff and railroad officer.

3. **Deputy**—F. R. Kiefer was appointed deputy in 1920. He had had several years' experience in the regular army and has been an employee of the prison since 1919.

4. **Guards**—There are 22 guards appointed by the warden. The wall-guards work 12 hours a day, the others on eight-hour shifts. They have one day off a week and ten days' vacation.

5. **Salaries and Pensions**—The salaries paid are as follows:

Warden .....	\$3000	quarters and maintenance (The law provides for quarters but the state has never provided them.)
Deputy .....	2100	quarters and maintenance
Chief clerk .....	2100	
Guards .....	840	to 1080 quarters and maintenance
Doctor (part time) .....	1500	
Chaplains .....	6.25	for each service

There is no pension system.

## III. PRISONERS

1. **Population**—On July 17, 1928, the day the prison was visited, there were 292 prisoners. The following analysis is given of the 186 prisoners received during the biennium ending June 30, 1926:

**Ages when received:**

Up to 20 years .....	13	41 to 50 years .....	26
21 to 30 " .....	85	51 to 60 " .....	9
31 to 40 " .....	50	61 and over .....	3

**Nativity:**

Native born .....	150	Foreign born .....	36
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The foreign born were from 16 countries.



**Race:**

White..... 152      Negro..... 14      Mexican..... 18      Other races..... 2

**Education:**

Illiterate .....	20	High school .....	16
Poor education .....	68	College .....	4
Fair .....	78		

**Sentences:**

The sentences were all Indeterminate, except three which were life sentences.

2. **Classification**—There is no scientific system of classification.

3. **Insane**—By order of the state board insane inmates are transferred to the state hospital.

4. **Women**—The women prisoners are sent to the state prison in Colorado.

#### IV. DISCIPLINE

1. **Rules and Regulations**—Printed rules are posted conspicuously. There is no silence system. There is a gun guard in the shirt shop and in the cell block but none in the mess hall. The visiting rules are flexible. Prisoners and visitors are separated by two wire screens about two feet high. A guard sits between the screens. Prisoners may write two letters a week. Newspapers are permitted.

2. **Punishments**—The loss of privileges and “good time” is the most common form of punishment. The men may be locked up for the week-end or locked in one of the three underground cells for a maximum period of five days. Stripes are used for the men escaping. The hose is used on a few men; it is said the stream of water does not have great force but that it is cold.

#### V. HEALTH

1. **Hospital**—The hospital is housed in a separate building and has one ward of 12 beds. It has a well-equipped operating room, but no laboratory or X-ray facilities. Food is prepared in the guards’ kitchen.

2. **Medical Staff**—A physician visits the hospital daily and two inmates are assigned to hospital work.

**3. Medical Examination and Care**—On admission each prisoner is given an inspection by the physician. Wassermann tests are made only on suspected cases and dental and eye service is rendered only on complaint. Tuberculous inmates are given a special diet of milk and eggs, but are not hospitalized unless they are seriously ill. Inmates suspected of having venereal disease are examined and, if found positive, are placed under treatment.

**4. Psychological Work**—There is no mental examination.

**5. Commissary**—The prison commissary building was built in 1915. The men are seated at tables all facing one way. Neither knives nor forks are allowed but a large spoon is supplied to each man. The bakery lacks a dough-mixer, otherwise the kitchen and bakery equipment is quite satisfactory. The commissary department as a whole is clean and well kept.

The diet is ample and adapted to the inmates' needs. Fruit is served almost daily and vegetables are plentifully used. The menu is supplemented by the products of the prison farm and dairy. Food is not rationed.

**6. Baths**—There are 12 showers in the bath house adjoining the cell house. One bath weekly is given to the general population and two to commissary workers.

**7. Recreation**—When the weather permits the men are given an hour daily in the yard, an hour on Sunday and holiday mornings and afternoons. Baseball, horseshoes and handball are the principal sports. Visitors' fees buy most of the recreational supplies.

**8. Entertainment**—Movies are shown on Saturday afternoons. Occasional outside vaudeville or home talent shows are given in the prison.

## VI. INDUSTRIES

**1. Workshops**—There is one workshop which was built in 1923. It is well lighted and ventilated and affords good working conditions.

**2. Character**—The shop is run by contract with the Far West Manufacturing Company of Chicago. The company pays the state on the basis of production, guaranteeing a minimum of 70 cents per man per day.



3. **Employment**—On July 16, 1928, the industrial distribution of the 295 inmates was as follows:

Shirt factory .....	189
Tailor shop .....	4
Shoe shop .....	1
Trusties and farm .....	22
Sick, idle on doctor's orders, and aged .....	17
Under punishment .....	2
Maintenance .....	60

4. **Vocational Training**—Some of the maintenance details have vocational value but the major industry, that of shirt making, has none.

5. **Compensation**—Men assigned to the factory are paid a bonus. The 189 men receive from \$375 to \$550 a month. Men on maintenance details earn from \$8.00 to \$10.00 a month.

## VII. EDUCATION

1. **Library**—There is a fair library of 1250 books with a weekly circulation of 150, located at the end of the cell house in a convenient but small and badly ventilated room. There is no regular appropriation. The state board purchases some new books. The university library has also contributed books. Eight standard magazines are subscribed for.

2. **School**—There is a voluntary school enrolling 100 to 125 of the 293 inmates. It offers courses through the eight grades and a few high school courses. School meets in the chapel from 5.30 to 7.00 P. M. two days a week from October to May. The educational work is financed and promoted by the State Board of Education. It is in charge of a Rawlins school teacher with a staff of two other local school men and two clergymen. All are employed on a part-time basis. Only one inmate teacher is used. A grant of extra "good time" for satisfactory work and attendance has been made at the end of the year.

A few men have purchased correspondence courses with their own money.

## VIII. RELIGION

1. **Chapel**—The chapel, also used as an auditorium, is over the mess hall and is entered from the cell houses by a bridge from the second tier of cells. It is also used for school purposes.

2. **Chaplains**—There are two part-time chaplains.

3. **Services**—Protestant services are conducted three Sundays in the month and Catholic services the fourth.

4. **Other Agencies**—The Salvation Army conducts services regularly.

## IX. INMATE COMMUNITY ORGANIZATION

There is no system of inmate community organization to train the men in the duties of citizenship.

## X. PAROLE

There is a State Board of Pardon consisting of five members. This board holds eight meetings at the prison yearly. During the biennium ending September 30, 1926, this board pardoned nine men. It considered applications for discharge of 181 men, denying discharge to 112 men. It placed 36 men on parole and eight on honor, a form of parole.

## XI. Cost

Total expenditure for the biennium end-

ing 6/30/26 .....\$244,026.57

Receipts ..... 88,110.63 \*

Net cost ..... 115,915.94

## COMMENT

This is one of the smaller prisons of the country and, as in so many other institutions, the population here has increased more

\* About \$85,000 of this was revenue from the shirt factory.



rapidly than the housing facilities so that in most of the cells two men are quartered. This arrangement is never satisfactory and the cells here are quite inadequate for two men. If the population continues to increase or even keep up to the present mark additional living quarters must be provided. A fire-proof dormitory for a carefully selected group of men might go far to relieve the situation.

The plant as a whole, in spite of the crude construction in parts of it, is well taken care of, the commissary department being especially well kept.

While the medical program is obviously too limited, the hospital in a separate building in the yard is well adapted to its purpose.

The best part of the plant is the new one-story industrial building of modern type. This is well lighted and ventilated and affords excellent working conditions. It is, however, one of the comparatively few shops in the country in which a gun guard is used. The problem of industries in a state of this type and an institution of this size is always a difficult one. While the sewing industry keeps men busy it can not be classed as a good industry for men as it has no vocational value.

The use of a gun guard in the work shop, the use of underground punishment cells which are absolutely dark and are likely to be too hot or too cold, the use of a stream of cold water from the end of a hose as a form of discipline, and the rule against using knives and forks in the mess hall all seem to be inherited from previous administrations and are inconsistent with the better prison practices of today. In the workshops in some of the largest prisons of the country gun guards have been dispensed with for decades. Few institutions find desirable or effective the type of punishment cells which are found here. Shackling a man to a post and turning on him a stream of cold water, even though the pressure of the stream is not great, is a highly questionable form of punishment. This form of punishment and the gun guard in the workshop should be abandoned and punishment cells provided which are light and well ventilated. The inmates are probably no worse here than in other institutions; there seems to be no sound reason why these vestiges of prison ideas of other days should not be replaced by modern practices which experience has proved to be effective and which are now acceptable to

public opinion. The present administration has no responsibility for originating these obsolete practices and it should not accept the responsibility of continuing their use.

The educational program of this prison presents several features of general significance. These are the employment of a city school teacher as head of the prison educational program and of four others, the superintendent of the Rawlins schools, a science teacher and two clergymen, as teachers. The project was originally started by the vocational department of the State Department of Education. The small library has received occasional gifts from the State University. The educational work is limited to 1½ hours two evenings a week, but it seems likely to expand under its present leadership. The unexpected granting of ten days extra "good time" at the end of the term to pupils for satisfactory attendance and accomplishment has stimulated the work greatly.



## APPENDIX I

### DIRECTORY OF PRISONS AND REFORMATORIES

<i>Institution</i>	<i>Warden or Superintendent</i>
<b>FEDERAL INSTITUTIONS—Civil</b>	Sanford E. Bates, Supt. of Prisons
Federal Industrial Institution for Women, Alderson, West Virginia	Dr. Mary B. Harris
United States Penitentiary, Atlanta, Georgia	A. C. Aderhold
United States Industrial Reformatory, Chillicothe, Ohio	Albert McDonald
United States Penitentiary, Leavenworth, Kansas	T. B. White
United States Penitentiary, McNeil Island, Washington	Finch R. Archer

### FEDERAL INSTITUTIONS—Army

Pacific Branch, U. S. Disciplinary Barracks, Alcatraz Island, California	Col. G. Maury Crallé
*U. S. Disciplinary Barracks, Fort Leavenworth, Kansas	Col. Wm. M. Morrow
Atlantic Branch, U. S. Disciplinary Barracks, Governor's Island, New York	Col. H. E. Yates

### FEDERAL INSTITUTIONS—Navy

United States Naval Prison, Mare Island, California	Col. Wm. M. Small
United States Naval Prison, Parris Island, South Carolina	Major Wilbur Thing
United States Naval Prison, Portsmouth, New Hampshire	Major Frederick R. Hoyt

### STATE INSTITUTIONS

#### ALABAMA

Alabama Prison System	Charles A. Moffett, Chairman State Bd. of Admin.
Kilby Prison, Montgomery	Dr. R. A. Burns
State Prison, Speigner	J. H. Smith
State Prison, Wetumpka	W. T. Martin
Tuberculosis Hospital, Wetumpka	Samuel M. Adams

\* Now a part of Federal Prison at Leavenworth.

## Warden or Superintendent

Arizona State Prison, Florence.....Lorenzo Wright

Arkansas Prison System.....W. S. Atkins, Chairman  
State Board of Control

California State Prison, Folsom.....	Court Smith
California State Prison, San Quentin.....	James B. Holohan

Colorado State Reformatory, Buena Vista.....	R. L. Shaw
Colorado State Penitentiary, Canon City.....	F. E. Crawford

Conn. Reformatory, Cheshire.....	George C. Erskine
Conn. State Farm for Women, East Lyme....	Elizabeth Munger
Conn. State Prison, Wethersfield.....	H. K. W. Scott*

New Castle County Workhouse, Wilmington.....Elmer J. Leach

Florida State Farm, Raiford.....J. S. Blich

Georgia Prison System.....E. L. Rainey, Chairman  
Prison Commission of Georgia, Atlanta, Ga.  
State Farm, Milledgeville.....Ben H. Dunaway

Idaho State Penitentiary, Boise.....J. W. Wheeler

Supt. of Prisons.....	Frank D. Whipp, Springfield, Ill.
State Penitentiary, Joliet—Old Prison.....	Major Henry C. Hill
New Prison.....	Major Henry C. Hill
Woman's Prison, Joliet.....	Mrs. C. Elinor Rulien
South Illinois Penitenitary, Menard.....	F. R. Woelfle
State Reformatory, Pontiac.....	I. M. Lish

Indiana Woman's Prison, Indianapolis...	Miss Margaret M. Elliott
Indiana State Prison, Michigan City.....	Walter H. Daly
Indiana Reformatory, Pendleton.....	A. F. Miles

Men's Reformatory, Anamosa.....	J. M. Baumel
Iowa State Penitentiary, Fort Madison.....	T. P. Hollowell
Women's Reformatory, Rockwell City...	Miss E. Pauline Johnston

\* Died in October, 1929.



*Institution**Warden or Superintendent*

## KANSAS

Kansas State Industrial Reformatory, Hutchinson...E. E. Frizell  
 Kansas State Penitentiary, Lansing.....M. F. Amrine  
 State Industrial Farm for Women, Lansing...Mrs. Julia B. Perry

## KENTUCKY

Kentucky State Penitentiary, Eddyville.....L. R. Gumm  
 Kentucky State Reformatory, Frankfort.....H. M. Beard

## LOUISIANA

Louisiana Prison System.....Clay J. Dugas, Gen. Manager  
 Baton Rouge, La.

## MAINE

Reformatory for Women, Skowhegan.....Mrs. Mary W. Libby  
 State Reformatory for Men, South Windham.....Elmer B. Pratt  
 State Prison, Thomaston.....Major George A. Buker

## MARYLAND

Maryland Penitentiary, Baltimore.....Patrick J. Brady  
 Maryland House of Correction, Jessups.....Joseph A. Delaney

## MASSACHUSETTS

Commissioner of Corrections.....A. Warren Stearns, M.D.,  
 Boston, Mass.  
 State Prison, Charlestown.....James L. Hogsett  
 Reformatory for Women, Framingham...Mrs. Jessie D. Hodder  
 Massachusetts Reformatory, West Concord.....Charles T. Judge

## MICHIGAN

Michigan Reformatory, Ionia.....Charles Shean  
 Michigan State Prison, Jackson.....Harry H. Jackson  
 State House of Correction and Branch Prison,  
 Marquette.....James P. Corgan

## MINNESOTA

Minnesota State Reformatory, St. Cloud.....C. E. Vasaly  
 State Reformatory for Women,  
 Shakopee.....Miss Florence Monahan  
 Minnesota State Prison, Stillwater.....J. J. Sullivan

## MISSISSIPPI

Mississippi State Penitentiary, Parchman.....J. W. Williamson

## MISSOURI

Missouri Penitentiary, Jefferson City.....Leslie Rudolph

## MONTANA

Montana State Prison, Deer Lodge.....A. B. Middleton

<i>Institution</i>	<i>Warden or Superintendent</i>
<b>NEBRASKA</b>	
State Penitentiary, Lincoln.....	W. T. Fenton
State Reformatory for Men, Lincoln.....	A. W. Miller
State Reformatory for Women, York.....	Dr. Alma J. Chapman
<b>NEVADA</b>	
Nevada State Penitentiary, Carson City.....	M. R. Penrose
<b>NEW HAMPSHIRE</b>	
State Prison, Concord.....	Charles B. Clarke
<b>NEW JERSEY</b>	
Commissioner of State Institutions and Agencies.....	Dr. William J. Ellis
New Jersey State Reformatory for Women, Clinton.....	Miss Edna Mahan
New Jersey Reformatory, Rahway....	Major Mark O. Kimberling
New Jersey State Prison, Trenton.....	Timothy J. Murphy
<b>NEW MEXICO</b>	
New Mexico State Penitentiary, Santa Fé.....	Patrick J. Dugan
<b>NEW YORK</b>	
Commissioner of Corrections.....	Dr. Raymond F. C. Kieb, Albany, N. Y.
Auburn Prison, Auburn.....	Gen. E. S. Jennings
New York State Prison for Women, Auburn.....	Dr. Frank L. Heacox
New York State Reformatory for Women, Bedford Hills.....	Dr. Leo J. Palmer
Great Meadow Prison, Comstock.....	William Hunt
Clinton Prison, Dannemora.....	Harry M. Kaiser
New York State Reformatory, Elmira.....	Dr. Frank L. Christian
Institution for Defective Delinquents, Napanoch.....	Dr. W. N. Thayer, Jr.
Sing Sing Prison, Ossining.....	Lewis E. Lawes
<b>NORTH CAROLINA</b>	
North Carolina Prison System.....	George Ross Pou, Supt. Raleigh, N. C.
<b>NORTH DAKOTA</b>	
North Dakota State Penitentiary, Bismarck.....	George J. Brown
<b>OHIO</b>	
Ohio Penitentiary, Columbus.....	Preston E. Thomas
London Prison Farm, London.....	W. F. Amrine
Ohio State Reformatory, Mansfield.....	T. J. Jenkins
Ohio Reformatory for Women, Marysville.....	Miss Louise M. Millendorf



*Institution**Warden or Superintendent*

## OKLAHOMA

Oklahoma State Reformatory, Granite....Mrs. George A. Waters  
 Oklahoma State Penitentiary, McAlester.....John Q. Newell

## OREGON

Oregon State Penitentiary, Salem.....H. W. Meyers

## PENNSYLVANIA

Rockview Branch, Bellefonte.....George W. Allen,  
 Supt. of Construction  
 Penn. Industrial Reformatory, Huntingdon....James W. Herron  
 State Industrial Home for Women,  
 Muncy.....Miss Franklin R. Wilson  
 Eastern State Penitentiary, Philadelphia....Capt. Herbert Smith  
 Western State Penitentiary of Penn., Pittsburgh..Stanley P. Ashe

## RHODE ISLAND

Rhode Island State Prison and  
 Providence County Jail, Howard.....Charles E. Linscott  
 Reformatory for Women, Howard....Miss Kate B. Kobelsperger

## SOUTH CAROLINA

South Carolina Penitentiary, Columbia.....James M. Pearman

## SOUTH DAKOTA

South Dakota Penitentiary, Sioux Falls.....George T. Jameson

## TENNESSEE

Brushy Mountain Penitentiary, Petros.....W. H. Nelson  
 Tennessee State Penitentiary, Nashville.....A. A. McCorkle

## TEXAS

State Prison System.....W. H. Mead, General Manager  
 Texas State Penitentiary, Huntsville.....E. F. Harrell

## UTAH

Utah State Prison, Salt Lake City.....R. E. Davis

## VERMONT

State Prison and House of Correction for Men,  
 Windsor.....R. H. Walker

## VIRGINIA

State Penitentiary, Richmond.....Rice M. Youell  
 State Farm, State Farm.....R. R. Penn

## WASHINGTON

Washington State Reformatory, Monroe.....James J. Cameron  
 Washington State Penitentiary, Walla Walla....Clarence E. Long

*Institution* . . . . . *Warden or Superintendent*

# WEST VIRGINIA

W. Va. Penitentiary, Moundsville . . . . . L. M. Robinson

# WISCONSIN

Wisconsin State Reformatory, Green Bay . . . . . E. H. Eklund

Wisconsin State Prison, Waupun . . . . . Oscar Lee

# WYOMING

Wyoming State Penitentiary, Rawlins . . . . . A. S. Roach



## APPENDIX II

### POPULATION OF STATE PRISONS AND REFORMATORIES\*

	1910	1915	1918	1921	1924	1927	1928	1929
<i>Federal, Civil</i>								
Atlanta, Ga. ....	1,904	885	1,236	1,719	2,549	3,054	3,161	3,254
Leavenworth, Kan. ....		1,093	1,629	1,649	2,502	3,246	3,317	3,561
Chillicothe, Ohio ....	....	....	....	....	....	189	320	1187
McNeil Is., Wash. ....	133	239	236	298	567	596	846	830
Alderson, W. Va. ....	....	....	....	....	....	....	102	217
<i>Federal, Army</i>								
Ft. Leavenworth, Kan. ..	875	1,107	1,389	1,633	675	1,104	1,251	720
Governor's Is., New York	....	170	455	39	273	537	503	405
Alcatraz, Cal. ....	463	364	473	400	334	371	426	527
<i>Federal, Navy</i>								
Mare Island, Cal. ....	....	....	386	346	219	206	134	206
Portsmouth, N. H. ....	271	190	2,295	880	480	369	203	221
Parris Island, S. C. ....	....	....	....	....	....	526	330	207
<i>State Institutions</i>								
Alabama Prison System..	2,392	2,609	2,465	2,336	2,899	3,152	3,674	4,253
Arizona, Florence .....	405	....	254	328	361	410	430	541
Arkansas Prison System.	794	....	1,083	876	1,358	1,201	1213	1,088
California—Folsom .....	2,816	1,147	971	847	1,401	1,857	2,116	2,177
—San Quentin .....		2,327	2,221	1,904	2,818	3,641	3,929	4,638
Colorado—Canon City ...	713	752	632	595	840	960	1,063	1,039
—Buena Vista ..	144	121	94	191	183	197	159	182
Connecticut—Cheshire ...	....	210	267	347	222	284	260	254
—East Lyme..	....	....	29	65	106	130	182	223
—Wethersfield	605	632	616	566	524	539	549	614
Delaware, Wilmington ..	290	350	437	303	388	434	530	525
Florida Prison System ..	1,297	1,511	1,525	1,125	1,374	1,992	2,358	2,647
Georgia Prison System ..	2,574	....	3,406	3,076	....	....	....	2,945
Idaho, Boise .....	220	290	225	219	273	383	408	418
Illinois—Joliet .....	2,509	1,724	1,672	1,603	1,984	2,786	3,067	3,492
—Joliet Women's ..	....	....	....	31	41	74	76	90
—Menard .....	1,004	1,315	1,237	1,000	1,235	1,764	1,882	1,951
—Pontiac .....	743	668	977	966	1,090	1,486	1,429	1,567
Indiana—Pendleton .....	1,090	1,087	1,276	807	1,253	1,769	1,968	1,959
—Indianapolis ....	54	52	56	41	52	185	198	170
—Michigan City ..	1,229	1,181	1,162	972	1,774	1,771	1,879	2,064
Iowa—Anamosa .....	480	675	580	739	962	990	1,039	1,102
—Fort Madison ....	505	635	556	478	870	1,032	1,092	1,132
—Rockwell City ....	....	....	....	57	99	84	79	96

\* The population figures are given as of January 1st, except in a few cases where the data compiled is of June or July.

	1910	1915	1918	1921	1924	1927	1928	1929
Kansas—Hutchinson .....	.....	.....	.....	.....	.....	.....	891	1,098
—Lansing .....	882	768	645	748	1,183	1,784	1,799	1,798
—Lansing, Women's .....	.....	.....	24	113	155	177	184	146
Kentucky—Eddyville ....	2,028	672	579	370	519	673	636	837
—Frankfort ...	1,373	1,261	1,353	976	1,372	1,575	1,552	1,967
Louisiana Prison System ..	1,999	2,045	1,677	1,356	1,482	1,684	1,746	1,963
Maine—Skowhegan .....	.....	.....	41	70	71	95	94	84
—South Windham .....	.....	.....	.....	55	32	77	85	103
—Thomaston .....	201	.....	.....	.....	180	211	195	211
Maryland—Baltimore ...	1,103	1,018	848	838	974	1,079	1,093	1,214
—Jessups .....	.....	.....	.....	.....	.....	883	1,063	1,084
Massachusetts								
—Charlestown ..	850	728	589	484	649	895	894	945
—Concord .....	862	732	490	389	441	787	711	786
—Framingham ..	257	317	252	158	189	238	257	283
Michigan—Ionia .....	500	600	650	870	1,030	1,910	2,000	2,106
—Jackson .....	1,062	994	1,188	1,211	1,882	2,682	3,330	3,835
—Marquette ....	.....	335	.....	439	626	848	1,024	866
Minnesota—St. Cloud ...	356	573	438	473	594	875	823	840
—Shakopee ....	.....	.....	.....	26	53	86	96	67
—Stillwater ...	736	1,153	918	765	1,039	1,279	1,248	1,234
Mississippi Prison System ..	1,690	1,481	1,332	1,202	1,407	1,549	1,670	1,628
Missouri, Jefferson City..	2,307	2,484	2,678	2,182	2,265	3,442	3,624	3,828
Montana, Deer Lodge ...	691	615	678	500	346	437	472	504
Nebraska								
—Lincoln .....	481	369	367	553	591	691	704	693
—Lincoln Reformatory .....	.....	.....	.....	.....	201	273	235	326
—York .....	.....	.....	.....	14	25	34	54	58
Nevada, Carson City ....	199	197	96	99	136	233	188	261
New Hampshire, Concord ..	147	228	209	112	136	129	122	124
New Jersey								
—Clinton Farms ..	.....	.....	.....	.....	108	163	166	146
—Rahway .....	455	636	574	490	395	577	711	802
—Trenton .....	1,373	1,423	977	970	1,231	1,642	1,641	1,695
New Mexico, Santa Fe ..	313	371	456	297	314	384	402	422
New York								
—Auburn .....	.....	1,458	1,269	1,208	1,377	1,511	1,563	1,754
—Auburn, Women's ..	121	117	72	78	.....	99	114	121
—Bedford Hills .....	305	371	329	164	254	306	335	343
—Great Meadow .....	4,652	632	682	562	652	1,044	1,036	1,137
—Clinton .....		1,387	1,322	1,054	1,279	1,534	1,580	1,562
—Elmira .....	991	1,251	687	985	1,056	1,290	1,238	1,324
—Napanoch .....	.....	.....	.....	.....	369	605	636	718
—Sing Sing .....	.....	1,622	1,129	1,121	1,232	1,575	1,627	1,708
North Carolina Prison System .....	.....	.....	.....	.....	.....	.....	.....	.....
North Dakota, Bismarck ..	212	268	179	241	225	293	309	308
Ohio—Columbus .....	1,667	1,701	1,996	2,290	2,637	3,107	3,832	4,182
—London .....	.....	.....	.....	.....	.....	503	526	959
—Mansfield .....	893	1,166	1,457	1,564	1,186	2,206	2,705	2,770
—Marysville .....	.....	.....	117	160	254	394	467	446
Oklahoma—Granite .....	.....	.....	.....	337	547	635	760	790
—McAlester ...	1,110	1,318	1,413	1,471	1,707	2,634	2,675	2,937
Oregon, Salem .....	399	436	346	279	397	572	629	697



	1910	1915	1918	1921	1924	1927	1928	1929
Pennsylvania								
—Huntingdon ...	722	751	611	622	509	770	954	1,083
—Muncy .....	....	....	....	15	82	86	109	122
—Eastern Pen..}	2,788	1,463	1,427	1,580	1,304	1,563	1,753	2,119
—Western Pen..}		951	1,199	1,281	1,648	1,058	1,093	1,074
—Rockview Br..	....	121	533	445	530	651	779	833
Rhode Island								
—Howard .....	129	153	178	212	256	504	540	638
—Howard, Women's.	....	....	....	....	....	130	103	95
South Carolina, Columbia	848	350	457	284	536	510	447	634
South Dakota, Sioux Falls	207	220	200	232	317	469	420	416
Tennessee—Nashville ...	1,813	1,214	1,200	931	1,203	1,525	1,590	1,685
—Petros .....	715	626	644	413	499	533	576	745
Texas Prison System ...	3,523	3,337	3,631	2,561	3,806	3,225	3,891	4,561
Utah, Salt Lake City ....	270	307	187	129	228	210	209	210
Vermont, Windsor .....	170	230	122	295	283	342	333	349
Virginia—Richmond .....	2,145	2,268	1,848	1,458	1,771	1,979	2,135	2,453
—State Farm ...	....	....	....	189	218	310	447	625
Washington—Monroe ...	....	400	205	378	386	569	477	568
—Walla Walla	1,096	807	615	608	763	983	1,007	1,051
West Virginia, Moundsville	1,071	1,190	912	836	1,622	1,856	1,760	1,931
Wisconsin—Green Bay ..	232	297	264	291	313	481	533	552
—Waupun .....	719	805	861	667	704	922	980	998
Wyoming, Rawlins .....	257	246	279	306	313	263	300	317

## APPENDIX III

### CAPITAL PUNISHMENT

In eight states capital punishment has been abolished: Maine, Rhode Island, Kansas, Michigan, Minnesota, North Dakota, South Dakota, Wisconsin.

In six states the death penalty is mandatory for first degree murder. Two of these six include certain other crimes.

In the remaining 34 states the judge or jury has the right to choose between execution and life imprisonment.

The present status of capital punishment in the different states is given below in more detail.

#### EASTERN STATES

**Connecticut.**—Capital punishment is inflicted absolutely, by hanging, for the crime of first degree murder.

**Delaware.**—Capital punishment is retained, by hanging, but the judge or jury may choose between the death penalty or life imprisonment. The capital crimes are murder, rape, arson, treason, burglary and kidnapping.

**Maine.**—Capital punishment was abolished in 1876, restored in 1882, and abolished finally in 1887, on request of Governor's message saying it had not deterred crime.

**Massachusetts.**—Capital punishment is inflicted absolutely, by electrocution, for first degree murder.

**New Hampshire.**—Capital punishment is retained, by hanging, the jury choosing between execution and life imprisonment, for first degree murder.

**New Jersey.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury choosing between execution and life imprisonment, for first degree murder and for treason.

**New York.**—Capital punishment, by electrocution, is retained absolutely for first degree murder.

**Pennsylvania.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury deciding between execution or life imprisonment, for first degree murder.

**Rhode Island.**—Capital punishment was abolished in 1852.

**Vermont.**—Capital punishment is retained, by electrocution, for first degree murder. A bill giving judge or jury the right to decide between electrocution and life imprisonment was passed by the Vermont Legislature in 1911. The 1913 Legislature restored absolute capital punishment for first degree murder.



## MIDDLE AND NORTH WESTERN STATES

**Illinois.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury choosing between execution and life imprisonment, for murder, treason, and kidnapping.

**Indiana.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury choosing between execution and life imprisonment for first degree murder and treason.

**Iowa.**—Capital punishment, by hanging, is retained conditionally, the judge or jury choosing between execution and life imprisonment for first degree murder.

In 1872 Iowa abolished capital punishment. In 1878, through a revision of the penal code, it was reestablished.

**Kansas.**—Capital punishment was absolutely abolished in Kansas in 1887. Through a law passed by the Legislature in 1872 requiring that a person condemned to death should be imprisoned for one year before execution, his execution then to take place only on the order of the Governor, capital punishment was in effect abolished at this date, 1872, since no executions have taken place in Kansas since this time. In 1876 this law was amended, abolishing capital punishment for murder in the first degree. Due to an attack of an insane convict upon a keeper in 1882, the death penalty was reestablished, to be finally repealed five years after. Since there have been no executions in Kansas since 1872, this is the date commonly accepted for the abolition of the death penalty in Kansas.

**Michigan.**—Capital punishment was abolished in Michigan in 1847.

**Minnesota.**—Capital punishment was abolished in 1911.

**Missouri.**—Capital punishment by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for first degree murder and rape. It was abolished by the 1917 Legislature, but was reestablished by the 1919 Legislature, following a bank robbery and murder.

**Nebraska.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury choosing between execution and life imprisonment for first degree murder.

**North Dakota.**—Capital punishment was abolished in 1915.

**Ohio.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury choosing between execution and life imprisonment for first degree murder.

**South Dakota.**—Capital punishment was abolished in 1915.

**Wisconsin.**—Capital punishment was abolished in 1853.

## SOUTHERN STATES

**Alabama.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment, for murder in the first degree, rape, arson, burglary, treason and highway robbery.

**Arkansas.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment, for murder in the first degree and rape.

**Florida.**—Capital punishment, by electrocution, is retained absolutely, for murder in the first degree, rape and treason.

**Georgia.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree, rape, treason and trainwrecking.

**Kentucky.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree, rape and treason.

**Louisiana.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for first degree murder, rape, arson and burglary.

**Maryland.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree, rape, arson and treason.

**Mississippi.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree, rape, arson and treason.

**N. Carolina.**—Capital punishment, by electrocution, is retained absolutely for first degree murder, first degree burglary, rape and arson.

**Oklahoma.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree and rape.

**S. Carolina.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree, rape and arson.

**Tennessee.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree and rape.

Tennessee abolished capital punishment for murder in the first degree, but not for rape, in 1915, and in 1917 restored capital punishment.

**Texas.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree, rape, and armed robbery.

**Virginia.**—Capital punishment, by electrocution, is retained conditionally, the judge or jury having the right to choose between execution



and life imprisonment for murder in the first degree, rape, arson, robbery and burglary.

- W. Virginia.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree, rape and treason.

#### WESTERN STATES

- Arizona.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree and treason.

Capital punishment was abolished in Arizona in 1916, except in cases of treason, but was restored in 1918.

- California.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree.

- Colorado.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree.

Capital punishment was abolished in 1887, but restored by the Legislature in 1901. The present law provides that no person may be executed on circumstantial evidence.

- Idaho.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree.

- Montana.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree and treason.

- Nevada.**—Capital punishment, by lethal gas, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree.

- N. Mexico.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree.

- Oregon.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree. It was abolished in 1914, and restored by the 1920 Legislature.

- Utah.**—Capital punishment is retained conditionally in Utah for murder in the first degree, the judge or jury having the right to choose between execution and life imprisonment. The convicted man in Utah may choose between shooting and hanging as a means of execution.

- Washington.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree. It was

abolished by the Legislature in 1913, and restored five years later in 1918.

**Wyoming.**—Capital punishment, by hanging, is retained conditionally, the judge or jury having the right to choose between execution and life imprisonment for murder in the first degree.



## APPENDIX IV

### READING LIST

Following are some of the more important works in English dealing with Punishment for Crime, with special reference to Prisons.

#### I. PUNISHMENT IN GENERAL

- ASCHAFFENBURG, GUSTAV. *Crime and Its Repression*. Boston, 1913.  
BECCARIA, CESARE. *Crimes and Punishments*. 1764.  
IVES, GEORGE. *A History of Penal Methods*. London, 1914.  
OPPENHEIMER, H. *The Rationale of Punishment*. London, 1913.  
PHILLIPSON, COLEMAN. *Three Criminal Law Reformers—Beccaria, Bentham, Romilly*. New York, 1923.  
SALEILLES, RAYMOND. *The Individualization of Punishment*. Boston, 1911.  
WINES, F. H. *Punishment and Reformation*. New York, 1919.

#### II. THE PRISON

##### GENERAL

- GORDON, DR. MARY. *Penal Discipline*. New York and London, 1922.  
OSBORNE, THOMAS MOTT. *Society and Prisons*. New Haven, 1916.  
OSBORNE, THOMAS MOTT. *Prisons and Common Sense*. New York, 1924.  
SHAW, GEORGE BERNARD. *Imprisonment*. New York, 1925.  
TANNENBAUM, FRANK. *Wall Shadows*. New York, 1922.

##### ENGLISH PRISONS

- HOWARD, JOHN. *The State of the Prisons in England and Wales*. 1764.  
HOBHOUSE, S., and BROCKWAY, A. F. *English Prisons Today*. London, 1922.  
RUGGLES-BRISE, E. *The English Prison System*. London, 1921.  
RUGGLES-BRISE, E. *Prison Reform at Home and Abroad*. New York, 1925.  
WEBB, S. and B. *English Prisons under Local Government*. New York, 1922.

## AMERICAN PRISONS

- BACON, CORINNE. *Prison Reform*. New York, 1916.
- BARNES, H. E. *Evolution of Penology in Pennsylvania*. Indianapolis, 1927.
- BARNES, H. E. *The Repression of Crime*. New York, 1926.
- BARROWS, S. J. *Prison Systems of the United States*. U. S. House Document 566, 1900.
- BROCKWAY, Z. R. *Fifty Years of Prison Service*. New York, 1912.
- DEBEAUMONT, G., and DETOQUEVILLE, A. *On the Penitentiary System of the United States*. Philadelphia, 1833.
- DICKENS, CHARLES. *American Notes*. New York.
- FISHMAN, J. F. *Crucibles of Crime*. New York, 1920.
- HENDERSON, C. R. *Penal and Reformation Institutions*. New York, 1910.
- KLEIN, PHILIP. *Prison Methods in New York State*. New York, 1920.
- LEWIS, O. F. *The Development of American Prisons and Prison Customs, 1776-1845*. New York, 1922.
- STUTSMAN, J. O. *Curing the Criminal*. New York, 1926.
- New Jersey Prison Inquiry Committee Report*. Trenton, 1917.
- New York Prison Survey Committee Report*. Albany, 1920.
- Pennsylvania Commission to Investigate Penal Systems, Report*. Philadelphia, 1919.

## THE PRISON FROM WITHIN

- BERKMAN, A. *Prison Memoirs of an Anarchist*. New York, 1912.
- BLACK, JACK. *Breaking the Shackles*. San Francisco, 1926.
- BLACK, JACK. *You Can't Win*. New York, 1926.
- BURGLAR, BY A. *In the Clutch of Circumstance*. New York, 1922.
- CLARK and EUBANK. *Lockstep and Corridor*. Cincinnati, 1927.
- DOTY, MADELEINE, Z. *Society's Misfits*. New York, 1916.
- HAWTHORNE, JULIAN. *Confessions of a Convict*. Philadelphia, 1893.
- JENNINGS, AL. *Through the Shadows with O'Henry*. New York, 1921.
- LOWRIE, DONALD. *My Life in Prison*. New York, 1912.
- LYTTON, CONSTANCE, and WHARTON, JANE. *Prisons and Prisoners—Personal Experiences*. New York, 1914.
- NILES, BLAIR. *Condemned to Devil's Island*. New York, 1928.
- O'HARE, KATE R. *In Prison*. New York, 1923.
- OSBORNE, THOMAS MOTT. *Within Prison Walls*. New York, 1914.
- TASKER, ROBERT JOYCE. *Grimhaven*. New York, 1928.

## III. GENERAL TREATISES

The following works on criminology and penology contain valuable discussions on principles and methods of punishment, on prison discipline, and on the indeterminate sentence and parole.



- DEVON, DR. JAMES. *The Criminal and the Community*. New York, 1912.
- FERRI, ENRICO. *Criminal Sociology*. Boston, 1917.
- GAROFALO, RAFFAELE. *Criminology*. New York, 1914.
- GILLIN, J. L. *Criminology and Penology*. New York, 1926.
- LEWIS, B. G. *The Offenders*. New York, 1917.
- LOMBROSO, CESARE. *Crime, Its Causes and Remedies*. Boston, 1914.
- PARMELEE, MAURICE. *Criminology*. New York, 1918.
- ROBINSON, L. N. *Penology in the United States*. Philadelphia, 1921.
- SUTHERLAND, E. H. *Criminology*. Philadelphia, 1924.

## IV. CAPITAL PUNISHMENT

- BRIGGS, L. VERNON, M.D. *The Manner of Man That Kills*. Boston, 1921.
- CALVERT, E. ROY. *Capital Punishment in the Twentieth Century*. New York, 1928.
- LAWES, LEWIS E. *Man's Judgment of Death*. New York, 1924.
- NORTH CAROLINA STATE BOARD OF CHARITIES AND PUBLIC WELFARE.  
*Special Bulletin No. 10—Capital Punishment in North Carolina*.
- PUBLICATIONS OF THE AMERICAN LEAGUE TO ABOLISH CAPITAL PUNISHMENT. New York.

## V. PAROLE

Discussions of general interest may be found in the annual reports of the State Boards of Control of Iowa, Michigan and Minnesota. Attention is called to the report of the Parole Board of Illinois in 1928, entitled Parole and the Indeterminate Sentence.

## VI. PERIODICALS

Many of the more recent contributions to the understanding of the prison problem are to be found only in the bound and current numbers of the following periodicals:

- American Prison Association*—Proceedings.
- Journal of the American Institute of Criminal Law and Criminology*—Chicago.
- Prison Association of New York*—Annual Reports.
- National Conference of Charities and Corrections (Social Work)*—Proceedings.
- National Committee on Prisons and Prison Labor*—Leaflets.
- National Society of Penal Information, Inc.*—Bulletins.
- Pennsylvania Prison Society*—Prison Journal.
- Pennsylvania Committee on Penal Affairs*—Bulletins.



















